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ABSTRACT

This report describes the five Professional Development Partnership projects funded in 1992. They were designed to form consortia or partnerships of public and private entities which were to develop opportunities for career advancement or competency-based training for current workers at public and private agencies that provide services to infants, children, and youth with disabilities. Chapter 1 reviews relevant literature on collaborative partnering and provides an overview of the elements and critical features necessary to all successful and lasting partnerships: shared vision, common mission, common goals, and shared responsibility and authority. The phases and stages of partnership formation are discussed, as are the barriers. Chapters 2 through 6 profile each project and include information on the stages of the project and the lessons learned during the project's five years. Chapter 7 provides a cross-case analysis derived from the five project profiles and from the unpublished evaluation of the projects conducted by independent consultants. It examines similarities and differences among the projects. The report includes two appendices that provide contact information for each of the projects, lists the products available from each project, and provides the definition for collaborative partnerships that the five projects developed. (Chapters include references.) (CR)

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Profiles
in Collaboration

A Comprehensive Report of the Professional Development Partnership Projects

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The Professional Development Partnership Projects

Integrated Services Specialist Program
San Francisco State University

Partnerships * Training for Early Intervention Services
University of Illinois at Champaign-Urbana

Kansas Project Partnership
Kansas State Board of Education

New York State Consortium for the Study of Disabilities
The City University of New York

North Carolina Partnership Training System for Special Education
University of North Carolina at Chapel Hill

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Profiles
in Collaboration

A Comprehensive Report of the Professional Development Partnership Projects

TECHNICAL ASSISTANCE
CENTER FOR PROFESSIONAL
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Julie K. Jones, Ph.D.

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Introduction

For more than a decade, partnerships have been praised as the best way to achieve desired outcomes which are sustainable. It is well-accepted that agencies, organizations, and other public and private entities working together can provide better and more comprehensive services than can any single agency working alone. The complexity of today's society demands the monitoring of both human and financial resources to prevent duplication or fragmentation of effort, prevent gaps in service delivery, and meet constituency needs. Collaborative partnerships are seen as the way to achieve all of this and more: better results, mutual goals, and systemic change.

The term "partnerships" indicates a new way of doing business. Cooperation, coordination, and collaboration have been in the human services and education lexicon for years; however, cooperation, coordination, and collaboration now have become words describing levels of partnerships.

Many researchers have analyzed the issues associated with partnerships, especially those among diverse agencies and organizations. The literature informs us that the barriers—policy, personal and professional beliefs, practices, and attitudes—can be daunting. Whatever the difficulties, however, the need for greater collaboration and more interdependent practice is widely promoted across all levels of education and human service systems. The arena of teacher education is no exception.

Researchers and policy makers increasingly have called for greater collaboration among institutions of higher education (IHEs), public school systems, and other public and private entities. In 1992, the U.S. Department of Education (USDOE), through its Office of Special Education and Rehabilitation Services (OSERS), Office of Special Education Programs (OSEP), launched a Professional Development Partnerships (PDP) initiative to support the use of partnerships in improving the quality of training for personnel serving infants, toddlers, children, and youth with disabilities. This PDP initiative is the focus of this report.

The Professional Development Partnership (PDP) Initiative

During 1991, Congress reauthorized the discretionary programs under the Individuals with Disabilities Education Act (IDEA), P.L. 102-199. Included in this

reauthorization were appropriations for up to five new grants to states and other public and private entities to:

> . . . support the formation of consortia or partnerships of public and private entities for the purpose of providing opportunities for career advancement or competency-based training, including but not limited to certificate or degree granting programs in special education, related services, and early intervention for current workers at public and private agencies that provide services to infants, toddlers, children, and youth with disabilities [20 USC c1431(b)(c)(1)].

Implicit within the following purposes was the desire to create change within a state's system of personnel development. How does it work? Who participates? Who benefits from the partnerships? What are the problems? What are the benefits? Using collaborative partnerships as the overlay, the initiative set forth four purposes:

a. Establishing programs with colleges and universities to develop creative new programs and coursework options and/or to expand existing programs in the field of special education, related services, or early intervention. Funds may be used to provide release time for faculty and staff for curriculum development, instructional costs, and modest start-up and other program development costs.

b. Establishing a career development mentoring program using faculty and professional staff members of participating agencies as role models, career sponsors, and academic advisors for experienced state, city, county, and voluntary sector workers who have demonstrated a commitment to working in programs relating to these fields.

c. Supporting a wide range of programmatic and research activities aimed at increasing opportunities for career advancement and competency-based training in the above fields.

d. Identifying existing public and private agency and labor union personnel policies and benefit programs that may facilitate the ability of workers to take advantage of higher education opportunities such as leave time, tuition reimbursement, etc.

The PDP initiative differed from other OSEP-funded personnel preparation projects in three ways. First, the authority for the initiative was created through Congressional mandate. Second, the priority called for the formation of partnerships between public and private agencies. Finally, the projects focused not only on preservice, but also on training professionals working in the field. Five awards were

made by OSEP during 1992. Four universities and a state education agency were recipients of the award. Each project received $300,000 per year for 5 years. The legislation authorizing the PDP initiative also provided for technical assistance to the grantees, and an evaluation of the projects. In 1994, the technical assistance grant was awarded to the Academy for Educational Development (AED). In 1995, AED contracted with a group of independent consultants to complete the evaluation.

The Comprehensive Report

The information in this report describes the PDP projects through project profiles. Written by personnel associated with the projects, each profile takes the reader through the stages of the project, from the reasons for establishing the partnerships through the lessons learned from the 5 years. The information, comments, and viewpoints shared stem from the concrete experiences of establishing and implementing collaborative partnerships.

While the legislation specified a number of activities, the OSEP priority allowed for variation in interpretation and focus. Each project defined its mission and structure contextually (i.e., to fit local need, and each established goals based on its unique mission). The result was five innovative projects that differed significantly from other personnel preparation projects previously funded by OSEP. The projects were ambitious in trying to meet the two major mandates of the legislation— developing partnerships and providing personnel training at the professional or preprofessional level—because each of these mandates requires equal attention to design and delivery. Projects and goals are articulated below:

San Francisco State University, Department of Special Education received funding to develop and implement a post graduate certificate program called the Integrated Service Specialist (ISS) Program. This program was designed to prepare professionals from a variety of disciplines to work in collaborative human service settings. Participants entered the program from education, social work, counseling, nursing, and psychology.

The University of Illinois at Champaign-Urbana, Department of Education received funding to develop the Partnerships Training for Early Intervention Services

(P*TEIS) project. P*TEIS was designed to develop and implement a credentialing process for current and future early intervention personnel. Professional development opportunities were established to encourage and enable employed early intervention professionals to obtain the required credentials.

The Kansas State Department of Education received funding to develop the Kansas Project Partnership (KPP). This project was designed to implement statewide systemic change in personnel preparation that would ultimately help individuals with disabilities reach their highest potential. Kansas IHEs and the SEA forged a new type of partnership based on a system of incentives and improvement assistance through subgrants. General and special education faculties strengthened their collaboration. A consortium of Midwestern states was created to replicate the project through a series of minigrants and to disseminate information collected.

The City University of New York established the New York State Consortium for the Study of Disabilities. This consortium was designed to provide higher education and career advancement opportunities for paraprofessionals serving children with disabilities and their families. Incentive awards were given to State and local college faculty to develop and expand existing undergraduate programs and coursework to include developmental disabilities. Courses were offered at worksites to facilitate course attendance.

The University of North Carolina at Chapel Hill, Department of Education received funding to support the development of the North Carolina Partnership Training System (NC PTS). This project was designed to improve the skills of general and special educators, as well as administrators to work in inclusive environments. It did so through summer institutes and distance learning. It also designed, produced, field-tested, and demonstrated effective technology-based instruction and learning modules that were used to improve personnel's skills in inclusion.

Looking Ahead to the Report

The report begins with a review of the literature in Chapter 1. The literature review provides the reader with a grounding in the current knowledge base on any collaborative partnering. Contained in this overview are the elements and critical features necessary to all successful and lasting partnerships— shared vision,

common mission, common goals, and shared responsibility and authority. The phases and stages of partnership formation are discussed, as are the barriers. With this grounding, the reader will be ready to approach the profiles of the five innovative, but very different, projects. Project profiles appear in Chapters 2 through 6.

Chapter 7 provides a cross-case analysis derived from the five project profiles and from the unpublished evaluation of the projects conducted by independent consultants. This chapter contains a thought-provoking examination of similarities and differences among the projects— commonalities and variations in approaches; processes and strategies used as the models were implemented; projects' frameworks; and projects' impact. This chapter also provides conclusions and implications for future partnerships based on the context, research literature, and the experiences of the five PDP projects.

The report includes two appendices. Appendix A provides contact information for each of the PDP projects, and lists the products available from each project. Appendix B provides the definition for collaborative partnerships that the five PDP projects developed with the Technical Assistance Center for Professional Development Partnerships. This definition results from the projects' collective knowledge and experiences gleaned from several years of working in their partnerships.

For the reader interested in forming partnerships, especially partnerships related to personnel development, there is much to learn from this report. The experiences of the five Professional Development Partnership project profiles, the literature review, and the cross-case analysis are rich sources for ideas, data, information, and lessons learned.

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Collaborative Partnerships: A Review of the Literature

Patricia Karasoff, San Francisco State University

Collaborative partnerships are emerging rapidly on a national scale. These partnerships, which are occurring in a broad range of education and human service fields, are an attempt to respond to a growing consensus that organizations can no longer work in isolation. They must act together to improve outcomes for all children and their families. Whether it is a partnership between general and special educators to improve outcomes for children with and without disabilities, or among service agencies and institutions of higher education concerning the professional development of personnel serving children, youth, and their families, members of a partnership come together because they share a common goal and are unable to achieve this goal alone.

The purpose of this literature review is to provide an overview of the essential elements of collaborative partnerships that are applicable to any number of educational or human service contexts.

Why Establish Partnerships?

The impetus for establishing partnerships varies significantly based on the context. Therefore, a partnership can best be understood as a framework within which a complex issue of common concern can be addressed. When does the time-consuming and complex process of establishing and maintaining a collaborative partnership merit serious consideration? The literature offers several key reasons for undertaking a collaborative approach.

The basic premise of a collaborative partnership is the acknowledgment that working together is likely to produce better outcomes than acting alone (Melaville & Blank, 1991). When confronted with an issue or problem whose solution goes beyond the scope of any one agency or discipline (Casto, 1994; Melaville & Blank, 1991), a collaborative relationship with other agencies may be a viable approach and may serve as a lever for change (Institute for Educational Leadership [IEL], 1992). Collaborative approaches should be considered when there are identifiable gaps in and unmet needs for a service, where there are clear duplications and overlaps, or when a fragmented service system exists (Center for the Study of Social Policy, 1991; Gardner, 1989, 1996; Melaville & Blank, 1991; National Assembly, 1991;

Schorr, 1989, 1997) and there is an urgent need for collective advocacy (National Assembly, 1991). Current realities such as shrinking resources and pressure from external funders clearly play a key role in the current climate of collaborative development.

Partnerships in professional development are emerging as institutions of higher education respond to school and human service reforms. These systems reforms are calling on universities to offer training to professionals serving children, youth, and their families in innovative ways. The literature cites the need for a process of simultaneous renewal (Goodlad, 1990; Lawson & Briar-Lawson, 1997; Lawson & Hooper-Briar, 1994) among the university, school, community, and family.

What Are Collaborative Partnerships?

Partnerships based on a collaborative relationship have been described widely in the literature. The features that define the partnership, processes used to develop a collaborative venture, factors that affect the process, and barriers typically encountered have all been described. A review of each of these aspects appears in this chapter.

To fully understand the nature of collaborative partnerships, it is necessary to distinguish among three terms that are often used interchangeably: cooperation, coordination, and collaboration. Swan and Morgan (1993) refer to these terms as describing varying levels of collaboration. Melaville and Blank (1991) describe cooperative relationships as characterized by joint activities engaged in to achieve individual versus mutual goals. Mattessich and Monsey (1992) further distinguish the cooperative relationship as one that is informal. Cooperative strategies often involve information sharing and networking. How each partner does his business does not change based on the partnership. According to Gardner (1996), such cooperative activities are reflective of the early stages of the collaborative process. Coordination represents the next level of working together and typically involves shared activities with some formal structure and mutual responsibility.

Collaborative partnerships, on the other hand, are characterized by shared goals, the attainment of which involves a new way of doing business or a rearrangement of the previous way of doing things (IEL, 1992). The process that members of a

partnership engage in to reach these goals is a process and not an end in itself (Hooper-Briar & Lawson, 1994; Melaville & Blank, 1991). The critical features of collaborative partnerships are identifiable and the processes required to implement them are described in the next section.

Critical Features of Collaborative Partnerships

The existence of a shared vision is a fundamental feature of a collaborative relationship (Bruner, 1991; California School Boards Association [CASB] 1992; Guthrie & Guthrie, 1991; Hooper-Briar & Lawson, 1994; Kadel & Routh, 1994; Karasoff, Blonsky, Perry & Schear, 1996; Melaville & Blank, 1991; Melaville, Blank & Asayesh, 1993; National Assembly, 1991; View & Amos, 1994). According to Mattessich and Monsey's (1992) review of the research on collaboration, shared vision constitutes a key factor in collaborative program success. This is further substantiated by the GAO's 1992 review of service integration efforts and by View and Amos's (1994) study of collaboration, both of which concluded that a shared and common vision were characteristic of successful efforts. Collaborative partners develop a shared vision from which comes a clearly agreed-upon mission. The shared vision provides a common language for articulating the group's mission to the outside world, and also provides a framework to guide future actions (Karasoff et al., 1996). This common mission is another key characteristic of partnerships (Melaville et al., 1993; National Assembly, 1991; Karasoff et al., 1996).

Collaborative partners develop a shared vision from which comes a clearly-agreed upon mission.

Common goals that are mutually beneficial to all partners and are well defined characterize a collaborative relationship (CASB, 1992; Kadel & Routh, 1994; Mattessich & Monsey, 1992; Melaville & Blank, 1991; Melaville et al., 1993; National Assembly, 1991; Swan & Morgan, 1993). According to Mattessich and Monsey's (1992) review of the research, defining these goals so that they are concrete and attainable has been shown to positively affect collaborative development. Melaville and Blank (1991) refer to this as making promises you can keep. Furthermore, both the U.S. General Accounting Office (GAO) (1992) and View and Amos (1994) studies found that agreement on goals and clarification of the role each member would play in reaching these goals was critical to the success

of the collaborative effort. More recently, Lawson and Briar-Lawson (1997) found shared and measurable goals to be characteristic of many successful reform efforts. The collaborative process involves shared responsibility and authority for attaining the partnership goals (Lawson & Briar-Lawson, 1997; Mattessich & Monsey, 1992; Melaville & Blank, 1991; Melaville et al., 1993). Therefore, members must include those who have decision-making authority within their home agency and have relevant expertise.

The partnership itself is characterized by a governance structure that supports shared decision making (National Assembly, 1991). This process for decision-making must be agreed upon by all partners to be effective (Karasoff et al, 1996).

Collaborative work is designed to use the expertise of each partner in the collaborative relationship (Melaville & Blank, 1991). This team approach is synonymous with interagency and interdisciplinary partnerships and is best practiced in an atmosphere and structure that supports cooperation and mutual interdependence (Karasoff et al., 1996).

Before beginning the work of the partnership, it is common practice to have a joint plan that outlines the goals, objectives, desired outcomes and strategies (CASB, 1992; Guthrie & Guthrie, 1991; Mattessich & Monsey, 1992; Kadel & Routh, 1994). In addition, the plan outlines the process for implementation and evaluation (Kadel & Routh, 1994; Melaville & Blank, 1991). Finally, critical features of the implementation plan in a partnership arrangement are the shared resources committed by the collaborating agencies (Mattessich & Monsey, 1992; Melaville & Blank, 1991; National Assembly, 1991; IEL, 1992). These pooled resources are, according to Melaville and Blank (1991), one the five key variables affecting partnership development and, according to Lawson and Briar-Lawson (1997), are a key indicator of progress in a collaborative venture.

Process of Collaborative Partnership Development

The literature on partnerships that provide integrated and collaborative services for children provides a rich experiential base, as well as a strong foundation from which to draw inferences for partnership development in other contexts. While these collaboratives have developed primarily as a response to the complex and

multifaceted needs of vulnerable children and families, the stages of collaborative development are applicable in any educational or human service context. Several authors have examined the phases commonly engaged in by collaborative partnerships. They are: forming, planning, implementing, evaluating, and sustaining.

Forming

This is the initial stage of partnership development, often referred to as getting started (Kadel & Routh, 1994) or (Melaville et al., 1993). This decision to act should be preceded by a close examination of several factors that may affect the group's decision to collaborate. Hooper-Briar and Lawson (1994) describe an important lesson learned from their visits to 25 states engaged in collaboration; that is, the importance of determining the readiness of the community before establishing any collaborative partnership. This has been described by others as determining whether the political and social climate is right to establish a collaborative venture (Kadel & Routh, 1994; Mattessich & Monsey, 1992). According to Melaville and Blank (1991), this is one of five key variables that shape partnerships. Mattessich and Monsey (1992) found that climate may be affected by the history of collaboration in the community and the leadership status of collaborative group members.

The stages of collaborative development are applicable in any educational or human service context.

Once the decision to create a partnership has been made, the initiators begin a process of determining the composition of the members. Guthrie and Guthrie (1991) refer to this stage as "mapping the territory." According to Melaville and Blank (1991), the member characteristics are one of the five key variables that will affect and shape the partnership. A thorough review of the literature reveals several issues that appear to be key regarding membership composition. Several authors cite the importance of including stakeholders with decision-making authority, status and power (Kadel & Routh, 1994; Melaville & Blank, 1991). These individuals are critical if systems reform is an intended outcome of the partnership. These representatives must be empowered by their home organizations to make decisions on issues regarding the work of the partnership (Karasoff et al., 1996). Furthermore, representatives from diverse stakeholder groups, such as community members, families, and consumers should be included from the beginning (Hooper-Briar & Lawson, 1994; HEL, 1992; Melaville et al., 1993; National Assembly, 1991). These individuals should come

together based on a shared commitment (Melaville et al., 1993). Initially, the group should be limited to those with a very clear stake in the outcomes of the group and should be relatively small (Kadel & Routh, 1994; Melaville et al., 1993).

Several authors state the importance of the time needed during the forming stage, for it helps to build trust and ownership among the group (CASB, 1992; IEL, 1992; Kadel & Routh, 1994; Melaville et al., 1993; National Assembly, 1991) and mutual respect regarding norms and values (Mattessich & Monsey, 1992). This is critical if a strong foundation for the partnership is to be established. The GAO study found that the development of trust and credibility were keys to success. This trust can be built as members begin to establish a common language and gain an understanding and respect for each other and their respective organizations (Karasoff et al., 1996). The use of an outside facilitator may be helpful during this initial stage (Melaville & Blank, 1991; Robinson & Mastny, 1989).

Finally, Mattessich and Monsey (1992) found that the success of the collaboration will depend on the degree to which members have the ability to compromise and view the work of the partnership as being in their self-interest.

Planning

At this stage the partnership group has several critical planning and defining tasks to undertake if its members are to function collaboratively. They must engage in a developmental but by no means linear process. In fact, Melaville, Blank and Asayesh (1993) stress the need for a flexible process that is focused on long-term goals and can be gauged by progress toward benchmarks. The planning process commonly involves the following activities:

establishing a common vision;
developing a mission statement;
pooling resources;
conducting a needs assessment;
developing a strategic plan outlining outcomes, goals, objectives, strategies;
defining roles; and
designing a delivery system to address mutual goals.

This section provides an overview of the key factors that may influence the partnership's ability to accomplish these planning activities, most of which were described in the section on critical features of collaborative partnerships.

A review of the literature reveals several key issues for consideration at this stage in collaborative partnership development. At the outset, the recognition that collaboration is a very much a balancing act between a process and task orientation is central to any partnership effort. However, the processes that are used to accomplish the tasks listed above constitute a critical variable in partnership formation (Melaville & Blank, 1991, Mattessich & Monsey, 1992). In particular, the processes used for decision making, problem solving, and communication are key, and must remain flexible and adaptable (Mattessich & Monsey, 1992). Members must feel comfortable expressing different points of view and must be able to resolve conflicts that arise while maintaining their collective vision (Karasoff et al., 1996).

The literature often cites the need for ongoing and frequent communication among partners. In fact, View and Amos (1994) found that regular contact between stakeholders at every level was essential for a successful collaboration. Furthermore, according to Mattessich and Monsey's (1992) review of the research on collaboration, the use of informal and formal communication links was a critical factor in collaborative practice.

In addition, several authors note the importance of leadership within this effort. In fact, Robinson and Mastny (1989) cite the lack of leadership as severely inhibiting the collaborative process. In View and Amos's (1994) case study of the collaborative process and Hooper-Briar and Lawson's (1994) review of collaborative projects, the authors discovered the leaders were key factors in the process. Leaders must be skilled in the collaborative process (National Assembly, 1991), have vision and commitment (Melaville & Blank, 1991), and according to several authors, this leadership should be shared (Melaville et al., 1993; Robinson & Mastny, 1989). Furthermore, based on a dialogue sponsored by the Institute for Educational Development in 1992 on "Leadership for Collaboration," having a credible and trusted leader who is seen as an "honest broker" is an effective strategy for collaborative practice.

Implementing

Implementation is the process of bringing together partners, commitments, and capacity in an effort to put the goals and objectives of the partnership into action.

This will involve several activities, including:

- modifying or developing new policies;
- developing programmatic guidelines;
- modifying job roles and descriptions; and
- modifying service delivery structures (Karasoff, Alwell & Halvorsen, 1992; Melaville et al, 1993).

In addition, this stage involves another one of the five key variables affecting partnership development: establishment and maintenance of the governance structures required to support the work of the collaborative partnership. These governance structures are characterized by formal decision-making bodies and policies that guide the collaborative process (Melaville & Blank 1991).

Governing

A review of the literature reveals several issues for consideration regarding collaborative governance including:

- level of formalization;
- type of authority;
- accountability;
- confidentiality; and
- staffing.

The degree to which the partnership members formalize their relationship will affect the implementation process. The use of interagency agreements and memoranda of understanding among agencies are critical features of formal partnership ventures (Melaville & Blank, 1991; Melaville et al., 1993). These are the technical supports that specify in clear terms the partners' commitments, including each member's agreed-upon roles and responsibilities. Furthermore, the type of authority the partnership may exercise will be determined by the state and federal mandates that member agencies are operating within, and by the policies and technical agreements on which the partnership agrees (Center for the Study of Social Policy, 1991; Himmelman, 1991).

The governance structures associated with collaborative partnerships differ significantly from traditional structures. Collaboratives are composed of individuals, each one of whom is accountable to his or her home agency and to the partnership. Therefore, clarifying the lines of accountability is important when

implementing partnership activities (Center for the Study of Social Policy, 1991). A related issue is one of confidentiality, which is a cause for concern whenever multiple programs collaborate. Soler and Peters (1993) outline several strategies for protected information-sharing including the use of interagency agreements, memoranda of understanding, and informed consent.

A critical issue to be addressed with emerging collaborative partnerships is the question of impact.

Finally, the partnerships are new entities so the staff required to support the work of the partnership is a critical issue. It is important to determine whether staff time is provided in-kind by member agencies or if paid positions are supported by partners (Center for the Study of Social Policy, 1991). Furthermore, a strategy for capacity building is key (Gardner, 1996). Capacity refers to the ability of the member agencies and the partnership to carry out the work of the group. Several authors have cited the need for ongoing professional development and staff training in collaborative practice as a key strategy for capacity building (CASB, 1992; Kadel & Routh, 1994; Lawson & Briar-Lawson, 1997; Schorr, 1989; Melaville et al., 1993).

Evaluating

Evaluation gives partnerships the information they need to judge the effectiveness of their programs and to make any necessary modifications to meet objectives. A critical issue to be addressed within emerging collaborative partnerships is the question of impact. Are these partnership programs really making a difference? Numerous proponents of collaborative programs describe the importance of identifying outcomes, and then holding agencies accountable for reaching these outcomes (Blackwell, Chang & Lazarus, 1993; Gardner & McCroskey, 1993; Schorr, 1994). Therefore, development of clearly-articulated outcomes is central to the evaluation process (Gardner, 1996; Melaville et al., 1993; Schorr, 1994). The specific outcomes that collaborative partnerships seek to address vary among groups. Regardless of the type of partnership, a process must be in place to evaluate the achievement of stated goals.

Because collaborative partnerships are a relatively new framework in which to deliver services, there has been little time to conduct evaluation efforts. Determining whether a partnership resulted in improved outcomes is fairly complex to evaluate, given the multiplicity of issues being addressed. A review of the literature reveals several key issues for consideration. Partnerships involve

several agencies, so it is particularly important that the following questions be addressed. Who chooses the outcomes and who is responsible for achieving them? How will the outcomes be measured? What are fair measures of success (Schorr, 1994)? Each of these issues must be considered for evaluation of collaborative partnerships to be successful.

Sustaining

Sustainability refers to the degree to which the work of the partnership is institutionalized after the project has ended (Gardner, 1996). This stage of collaborative partnership development should not be left to the end if the partnership is to have an enduring impact. It is particularly vital if the initial partnership was established with external funds.

A key factor in sustainability is the funding needed to support the partnership services. In Gardner's (1996) analysis of school and human services agencies partnerships for school-linked services, the role each agency had in the governance structure of the partnership was key to future commitments. Unless a partner has a strong self-interest and has been an active member of the collaborative, it is unlikely that a future commitment will be made (Gardner, 1996). Formal strategies and plans for sustainability must be addressed as an essential component of the overall partnership plan (Karasoff et al., 1996).

Barriers Associated with Collaborative Partnerships

Collaboration is a complex process and, like any effort that necessitates change, barriers will inevitably emerge. Based on a thorough review of the literature, the barriers most commonly associated with collaborative efforts can be expected to occur at the individual and structural levels.

Individual Level

At the individual and interpersonal level, several authors have found attitude to be a critical variable in the early stages of collaborative program development. Collaboration is often referred to as an attitude (Swan & Morgan, 1993) and as a process that occurs among people, not institutions (Melaville & Blank, 1991). These new ventures involve a paradigm shift from working independently to jointly; from a singular to an interagency structure; from a discipline-specific to an

interdisciplinary approach to providing services; and from competition to collaboration. Therefore, partners often display feelings of fear, apathy and cynicism as they begin to adapt to the collaborative framework (CASB, 1992; National Assembly, 1991; Robinson & Mastny, 1989). This is generally accompanied by a need to protect their turf. These negative attitudes are due in part to philosophical differences among partners (Department of Health and Human Services [HSS] 1991; Robinson & Mastny, 1989); a genuine lack of understanding due to differences in professional jargon (Guthrie & Guthrie, 1992; HHS, 1991; Robinson & Mastny, 1989); differences in organizational styles among partner agencies (Robinson & Mastny, 1989); and experience with unsuccessful joint efforts (National Assembly, 1991). Furthermore, the differences in community and cultural norms as well as racial differences may create misunderstandings and, ultimately, negative feelings if not dealt with by the group (Karasoff et al., 1996; National Assembly, 1991).

These new ventures involve a paradigm shift from working independently to working jointly . . . and from competition to collaboration.

Therefore, structuring time to learn about the mission, plan, services, philosophy, culture, and limitations of each member agency is key to overcoming these barriers. The time necessary to do these partnership-building activities is itself cited as a barrier to collaboration. However, it is clear from those experienced with the process that this time must be factored in to the overall plan.

Structural Level

The barriers that often emerge at the structural level have to do with both the bureaucratic structures that each partner agency operates within and the collaborative process used by the partnership. The categorical restrictions (CASB 1992; Gardner, 1996) that accompany many of the mandated services provided by the agencies, and the professional and accreditation standards (Wilson, Karasoff, & Nolan, 1993) that guide many professional development programs often emerge as barriers to partnership efforts. The use of waivers to support alternative service delivery models is often a necessary step. In addition, funding is a major barrier to collaborative partnership development (CASB, 1992). The GAO (1992) and HHS (1991) studies both found the inadequate resources allocated to the collaborative effort were barriers to success. Recognizing the need for shared resources is one strategy to address the financial aspects of partnership development. Furthermore, legal issues such as confidentiality and liability are often cited as barriers to

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successful collaboration (CASB, 1992; Lawson & Briar-Lawson, 1997; Soler & Peters, 1993). Strategies to address these issues were described in the section on implementation. Finally, the process barriers often cited in the literature include poor planning, lack of information, lack of leadership, unequal involvement of members, lack of commitment and negative publicity (National Assembly, 1992; Robinson & Mastny, 1989; Swan & Morgan, 1993). These barriers can be addressed by implementing the activities described earlier in the forming, planning, and implementation stages of development.

Summary

Collaborative partnerships are gaining popularity, as more education and human services agencies at local, state, and Federal levels seek solutions to complex problems with shrinking resources. Several key features of these collaborative ventures have been described. Little is known about the impact of these partnerships; therefore, the evaluation of collaborative efforts needs further exploration.

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Integrated Services Specialist Program
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The Professional Development Partnership Project at San Francisco State focused on designing and implementing a graduate-level certificate program called the Integrated Services Specialist (ISS) Program, which continues today. In the ISS Program, students acquire competencies related to the delivery of school-linked or school-based services for students at–risk and with disabilities. The ISS program accepts students from a broad range of education, health, and human service fields. Graduates from the program receive a certificate in collaborative human services.

Background

There is no doubt that this is the decade of collaboration. In an environment of rapidly changing public policies, integrated services are emerging at a time when state, county, and local education and human service agencies are struggling to serve their communities with scarce resources. Joining forces to establish integrated and collaborative services models is a viable approach for many communities and education, health, and human service providers in the 1990s. These newly-configured service system models are designed to improve outcomes for children and youth, their families, and their communities.

These models strive to reduce fragmentation and duplication by delivering a broad range of education, health, social services, and mental health services in a coordinated system on or near school sites. These programs are characterized by a service system that strives to be flexible, prevention-oriented, family- and child-centered, comprehensive, and holistic (Melaville & Blank, 1991; Schorr, 1989; Ad Hoc Working Group on Integrated Services, 1994).

In California, many counties are engaged in collaborative reform initiatives. These efforts focus on development of county-wide interagency councils and, ultimately, strategic plans for comprehensive integrated services for children and family services. Many of California's school-linked efforts are supported in part by the state Healthy Start Support Services Act of 1992, which provides funding to "school

districts and county offices of education and consortia to create innovative, collaborative partnerships to meet the health, mental health, social service, and academic support needs of low-income children, youth, and their families." This initiative has provided funding to more than 800 schools in California, delivering services to more than 600,000 students and their families. Many other states have service integration initiatives, including: New Jersey, Kentucky, Connecticut, Kansas, North Carolina, Missouri, Georgia, Washington, Maryland, and Michigan. Within each of these states, hundreds of county and local collaboratives are being designed to meet their communities' needs.

The service providers and policymakers within these states are attempting to craft new responses to increasingly complex problems with fewer resources. They must change the status quo and acknowledge the shortcomings of the past in order to design systems that are integrated and collaborative. The process of altering policies and practices to support change is challenging to all involved. Moving from a crisis orientation to a preventive one, from a specialist to a team approach, from a deficit orientation to a strength-based approach— all these approaches require a paradigm shift. This shift takes time and, like all change, can be a difficult process.

These interagency efforts require that educators, social workers, nurses, psychologists, and other human service providers work collaboratively, which for many professionals is antithetical to their training and experience. Collaboration is hard work, particularly in the bureaucracy of education and human services agencies. The work that occurs across agency and disciplinary lines is new and often difficult due to longstanding differences in agency culture, education, philosophy, and professional "turf." This situation creates a gap for most professionals between the training received and the skills necessary to work in these collaborative service systems.

This gap is precisely what the ISS program is designed to address. Almost all practitioners, administrators, and policymakers were prepared in highly specialized, isolated, and discipline-specific programs in postsecondary settings. Therefore, as these new service delivery systems are emerging, reform of interprofessional education of human service professionals and educators is urgently needed at institutions of higher education (IHEs). In fact, in a report on integrated and collaborative services published by the Office of Education Research and Improvement and the American Educational Research Association (1995),

interprofessional education was identified as one of the major components of this reform initiative. The report underscored the importance of leadership and outlined the skills needed to implement integrated and collaborative services, as well as the urgent need for program development in this area.

Designed to meet this need, the ISS program is part of a growing movement emerging across the country to revise and develop university-based training programs to be more responsive to systems reform (Lawson & Hooper-Briar, 1994; Jivanjee, Moore, Schultze & Friesen, 1995). Results of a recent survey indicate that approximately 50 interprofessional/interdisciplinary training programs exist nationally. Most of these university-based programs are less than 4 years old (Jivanjee et al., 1995). Like the ISS program, these programs are interdisciplinary and generally focus on developing skills that enable professionals to provide services through collaborative partnerships by schools and public and private agencies. Generally, the curricula emphasize acquiring practice skills that are strength-based, prevention-oriented, child-centered, family-focused, and culturally responsive (Casto, 1994; Knapp, Barnard, Brandon, Gehrke, Smith & Teather, 1994; Lawson & Hooper-Briar, 1994; Wilson, Karasoff & Nolan, 1994; Tellez & Schick, 1994; Jivanjee et al., 1995; Brandon & Meuter, 1995).

Project Description

The ISS Program

The ISS Program was designed to respond to the immediate need created by the emergence of integrated services in California in the 1980s, most notably as a result of passage of the Healthy Start Support Services Act in 1992. When OSEP's Professional Development Partnership funding category was established in 1992, there was an urgent need for a cadre of education and human service professionals skilled in collaboration. The ISS program acted swiftly to provide a comprehensive training program within the existing university structure. A new graduate program was developed using an existing university program option— the graduate certificate. San Francisco State's graduate certificate programs offer a coherent set of academic courses that focus on a substantial area of study. Courses are practically oriented toward skills and/or occupations. The programs are especially designed for students who have a limited time to learn specific subjects.

PDP project partners designed a graduate certificate program that consisted of five new courses. Three of these courses focused on future work and collaborative partnerships and used preexisting special education course numbers so that they could be offered without a lengthy new course approval process. The other two courses were assigned new, cross-college numbers that designated them as collaborative courses between the College of Education and the College of Behavioral and Social Sciences. Such cross-college course designation reflected very unusual and innovative offerings, in these instances one on integrated and collaborative services and another on school reform and school-linked services. Two existing special education courses, one on cultural diversity and the other on public policies and legal rights, were offered through the ISS program. Fieldwork on collaborative partnerships completed the program. By expanding existing course offerings rather than replacing them, a new program was created in a timely manner.

The specialist certificate approach enabled curricular changes without affecting the integrity of other program offerings and minimized the potential turf battles so often associated with collaborative programs. The ISS program revolved around a 19-unit, 3-semester sequence of courses and field experiences in which students acquired competencies related to the delivery of comprehensive school-based or school-linked services for students at risk and with disabilities in the public school system. The program requirements are outlined in Table 1.

Table 1. Certificate for Integrated Services Course Requirements

ED/BSS 703	Changing Roles of School Professionals (3 units)
ED/BSS 803	Integrated and Collaborative Services for Children (3 units)
SPED 788	Public Policy and Legal Rights of Persons with Disabilities (3 units)
SPED 801*	Diversity in Special Education: Family, Resources, and Culture (3 units)
SPED 821	Practicum in Integrated Services (Advanced Problems in Special Ed (3 units)
SPED 831	Internship in Integrated Services (Internship in Special Ed) (3 units)
SPED 711	Student Support Seminar (2 units) (repeated second and third semesters)

* Students may choose to take either ED/BSS 703 or SPED 801 based on advisement from the Director of Training

Source: Integrated Services Specialist Handbook, 1997, Department of Special Education, SFSU

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By working at a broader systems level in collaboration with the Center for Collaboration for Children at California State University (CSU) at Fullerton, the ISS program undertook activities to facilitate replication of the program at other CSUs. CSU's Fullerton Center was a critical partner in this activity because it had received funding from the Chancellor's Office of the California State University System to assist in planning for interdisciplinary training across the CSU 20-campus system.

As the program evolved, so did a new challenge: individuals with undergraduate, but not graduate, degrees requesting admission to the program. The prerequisite for admission to the ISS program was a master degree or simultaneous enrollment in master program, because the content-specific expertise reflected in a graduate degree could strengthen an individual's contribution to the collaborative process. (Although the relative role and importance of this content-specific expertise has not been established.) Still, students at the undergraduate level had not been anticipated, and the program was not designed to accommodate them. This problem was addressed in a number of ways.

The ISS program was designed to address the gap between the type of training received by professionals and the skills necessary to work in collaborative service systems.

First, students were informally referred to a Bay Area inservice program offering seminars and workshops on integrated services. Second, the ISS Program convened an interdisciplinary team to develop *Integrated and Collaborative Services: A Technical Assistance Planning Guide* (Karasoff, Blonsky, Perry & Schear, 1996), a publication that is appropriate for individuals with or without advanced degrees. Third, an MA in Integrated Services was proposed for those who did not already have a master degree. Unfortunately, the program was not approved due to lack of funding.

Project Participants

Service integration is by definition interdisciplinary, so the program admitted students from a wide range of human service fields such as education (special and general), social work, psychology, nursing, counseling, public administration, and other relevant fields.

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Eligibility requirements for the program included:

a minimum graduate G.P.A. of 3.0;
the possession of, or current work toward, a master degree from a related education or human service field; and
prior training or experience in special education or a related field.

These requirements were designed to attract the professionals who were most likely to assume leadership roles in integrated services.

Over the course of the 5-year grant, special educators constituted more than a third of the student body. Social workers represented the next largest group in the program, and students from the counseling/psychology field were the third largest group. These numbers suggest that individuals from these disciplines represent the type of professional most likely to pursue employment in service integration initiatives linked to or based in schools. This correlates with a review of job announcements conducted by the program over the past 5 years for positions in integrated services, which indicates that employers are seeking individuals from these disciplines to assume leadership positions. Therefore, these are the professionals most likely to seek additional training in integrated and collaborative services. In addition to the diversity of disciplines represented in the program, the students who attended the program were a culturally diverse group, with 42% of the 72 program participants representing Black or African-American, Latino, Asian, and Pacific-Islander backgrounds.

The ISS student body was composed of individuals with a tremendous breadth of knowledge and a wide range of experiences, often with the very agencies involved in interagency collaboration. The students enrolled in the program were seasoned professionals with an average of 13 years of experience and an average age of 37. This may suggest that a certain level of experience and, frankly, frustration with the current system is required before an individual is motivated to explore alternative models of service delivery. The relatively complex work of interagency collaboration is perhaps a factor also.

ISS Program Development

The ISS program can be characterized as a collaborative venture among multiple partners with a common vision— to improve outcomes for vulnerable children, youth, and their families. These partners recognized that certain common goals

could not be accomplished by any one individual or agency. Also, all partners were willing to share responsibility by using the expertise of each partner. These two components are critical in developing an effective partnership (Melaville & Blank, 1991).

The Federal PDP funding offered an opportunity to create a graduate training program focused on collaborative partnerships. Given that "collaboration" and "integrated services" represented the course of study, the educational approach taken by the ISS program was an interprofessional one. Interprofessional education, as defined by Casto (1994), involves professionals and organizations with diverse expertise, experience, and resources joined together to create solutions to mutual problems.

The partners . . . recognized that no one individual or agency could achieve goals by acting alone.

Therefore, to design and implement the curriculum to ensure that it was state-of-the-art and met the needs of the field, a critical step was the formation of partnerships with community collaboratives in the Bay Area. Such relationships are fundamental to interprofessional practice (Lawson & Hooper-Briar, 1994; Brandon & Meuter, 1995). While placing students in the community to learn and practice skills is certainly not a new concept to professional development, the interprofessional approach differs in that it necessitates a two-way learning relationship with a community collaborative. The site and the university are engaged in a mutual learning and problem-solving process— each informing the other of critical issues and suggested strategies to resolve problems (Lawson & Hooper-Briar, 1994).

Community Learning Partners

The program worked in partnership with more than 25 community placements in integrated services from 1992 to 1997. The placement sites represented the Bay Area's ethnic and socioeconomic diversity. Each site was already implementing school-linked or school-based models of service delivery, and the majority were California Healthy Start grantees. As a result, these sites were already implementing new collaborative service delivery models designed to produce better outcomes for disadvantaged and at-risk children, youth, and families. Community learning partners included county offices of education, health, and human services; community-based organizations located in communities characterized by high

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levels of poverty; and public schools. The sites used a variety of strategies to integrate services, including collaborative governance structures, interagency agreements, innovative financing, case management, interdisciplinary teams, single point of contact, and co-location of services.

These learning partnerships were based on two mutual goals:

improving outcomes for vulnerable children and youth with and without disabilities and their families, and

enhancing the knowledge and capacity of professionals working in integrated and collaborative service settings.

To accomplish these goals, each ISS student was required to complete two field placements as part of the ISS curriculum: an internship (3 units—120 hours), and a practicum (3 units—120 hours). The internships were aimed at application-level skills. The practicum was designed to give the student knowledge and skill-building opportunities by offering a broad view of the collaborative environment and its workings.

In both internships and practica, students developed an action plan in conjunction with the community site which specified mutual goals. Then, these plans outlined how goals would be reached in partnership with the site by specifying shared roles and responsibilities for achieving goals and outcomes. The students were actively engaged in solving problems that had emerged within the community collaborative sites.

The ISS program provided each student with a stipend, which enabled the student to take off one day a week from his or her current job to work in the community collaborative. The collaborative provided the student with the in-kind resources necessary to accomplish the goals of the action plan. Supervision was a shared responsibility of the university and the community collaborative.

The partnership among the student, the community learning site, and the ISS program provided an excellent opportunity for cross-training, given the interdisciplinary nature of the student body and the collaborative. Therefore, each community site used the expertise of each partner to accomplish the goals of the learning partnership.

Teaching Partners

A central tenet of the interprofessional education model is acknowledging that the university cannot act in isolation from the community, nor can it provide a responsive program if it is too narrowly focused (Lawson & Hooper-Briar, 1994; Brandon & Meuter; 1995; Gardner, 1996). Therefore, the ISS program partnered with representatives from the "interagency collaboration" community and university faculty and programs representing numerous education and human service disciplines to develop and teach coursework focused on "integrated and collaborative services" and "school reform"(courses ED/BSS 803 & ED/BSS 703). The teaching partnerships ensured that:

the course syllabi addressed current and emerging issues;
the courses themselves incorporated state-of-the-art literature and reference materials;
issues were addressed from an interdisciplinary point of view; and
the courses included the voice and experience of a culturally diverse community.

The basis of the teaching partnerships was the mutual goals of enhancing the knowledge and capacity of professionals working in integrated and collaborative services settings, and of revising university curriculum to be more responsive to the needs of collaborative service settings. To accomplish these goals, teaching partnerships were established with individuals representing various disciplines (e.g., social work, psychology, special education, public policy, and administration) who were working in collaborative partnerships at the direct service, administrative, and policy-making levels and with consumers. For example, a consultant from the California Department of Education addressed the state's statewide evaluation of integrated services, and a policy specialist with a county social services department discussed current information on welfare reform and the policy implications of integrated services. These individuals contributed knowledge and expertise by teaching one component of the 3-unit course on "Integrated and Collaborative Services" (ED/BSS 803) offered each year. They were not typical guest lecturers. These professionals and community members returned year after year and were deeply invested in the goals of the program. The continuity provided over the years was critical to an emerging university curriculum on integrated services.

In addition, a partnership was established with a San Francisco State University (SFSU) university program known as the Bay Area School Development Program. This program was itself a partnership between SFSU and three Bay Area school

districts implementing a model of school reform based on the work of Dr. James Comer (Haynes & Comer, 1993). The result of this relationship was the development of a new interdisciplinary seminar addressing school-linked service issues and school reform. The 3-unit course, "Changing Roles of School Professionals" (ED/BSS 703), was developed in concert with an interdisciplinary curriculum group made up of faculty representatives from nursing, elementary and secondary education, social work, psychology, special education, sociology, and administration and interdisciplinary studies. Approval for this new course was accomplished without resistance because all of the key stakeholders were involved in the process from the start— a key principal in partnership development (Melaville, Blank & Asayesh, 1993).

Roles and responsibilities were shared by establishing an interdisciplinary team-teaching approach. The two team members were a professor of sociology from the College of Behavioral and Social Sciences who was the former co-director of the School Development Program, and the director of training for the ISS program who was also a lecturer from special education, College of Education. As a team, they developed the syllabus using the expertise of each partner and the input from the curriculum group and taught the course together each year. The instructors provided a model for what the course itself required of the students— to work in interdisciplinary teams using a consensus decision-making model to accomplish the course objectives. Shared resources were necessary to support the course; therefore, both colleges (Education and Behavioral and Social Sciences) paid the salary for their respective faculty members. In addition, the course was cross-listed at the college rather than department level.

Replication through Collaborative Forums

A critical goal of the ISS program was to provide other California State University campuses with the opportunity to replicate components of the ISS program. The approach taken to establish the program within the university system, the structure of the certificate program, the partnerships established, and the curriculum were all considered replicable features. Therefore, the program undertook a series of activities to accomplish this goal. The first stage was to establish partnerships with other CSU campuses sharing a mutual goal— that is, developing interprofessional education programs. This led the program into an initial partnership with CSU-Fullerton's Center for Collaboration for Children and then later with CSU at Monterey Bay's Institute for Community Collaborative Studies. Then the program

co-sponsored several forums for faculty members from all 20 CSU campuses to disseminate replicable features of the programs and to discuss the future of interprofessional preparation. The three main CSU partners shared responsibility for ensuring that the forums were implemented and documents were produced. They shared resources by contributing funding, materials, space, and in-kind support.

As part of this process, the ISS program convened a group of interested faculty from seven CSU campuses to begin a dialogue regarding higher education's response to education and human services reform. This group began the process of defining a shared vision regarding interprofessional education. We began by sharing our collective wisdom and identifying the critical issues of, barriers to, and strategies for interprofessional education and the steps needed to move our mutual agenda forward. What emerged over the next 2 years was a series of activities designed to support one another's efforts to implement programs, to further refine our vision, and to expand our base of support across the CSU system.

By joining with other key CSU campuses, the ISS program was instrumental in elevating the importance of interprofessional education on all campuses.

Among these activities was the convening of a CSU system-wide dialogue among faculty and deans in education, health, and human services regarding the "Future of Interprofessional Preparation for Work in Integrated and Collaborative Services." This event was attended by more than 100 faculty members and deans from all campuses and elevated the importance of interprofessional education efforts. As an outgrowth of this activity, the ISS program facilitated a "System-Wide Initiative on Interprofessional Collaboration" along with our CSU partners. This group then drafted a vision statement, strategies, and activities to be used by partner CSU campuses to stimulate interprofessional education. By this time, the participants in this process had developed trust and a history together, which facilitated the group process.

These partnerships illustrated the power of collaborative ventures by aiming themselves toward systems change activities. By joining with other key CSU campuses—with both experience and political clout—the ISS program was instrumental in elevating the importance of interprofessional education to deans and presidents on all 20 CSU campuses. In Fall 1996, at least 16 CSU campuses

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reported program development in the area of interprofessional education, according to a CSU system-wide inventory of interprofessional preparation and community collaborative activities compiled in partnership with CSU-Monterey Bay.

In addition to the CSU partners, the ISS program initially entered into a partnership with the California Department of Education (CADOE), Division of Special Education. This partnership was entered into by the State Director of Special Education when the grant was written. When this individual left this position, CADOE's role in the program was minimal. The division assigned representatives to attend program advisory board meetings and invited ISS program staff to disseminate information through the State Special Education Conference. The program maintained a meaningful relationship with the CADOE through the State Commission on Special Education. Two members of the ISS staff sat on the commission for 4 of the 5 years the project operated, so they were able to sustain the relationship with the CADOE.

During the project period, the CADOE established a new division to oversee the Healthy Start Initiative. The Interagency Children and Youth Services Division was created, and the ISS program established a relationship with this office. When the division established a regional technical assistance structure in 1997, the deputy superintendent of the division extended an invitation to universities in California to link with local Healthy Start sites for research and training. The division contacted the ISS program to assist them in networking with CSU faculty for this purpose.

Evaluation

The students who enrolled in the ISS program came from diverse professional backgrounds, so it was important to conduct an individual assessment of their professional development needs. An "Interprofessional Assessment" form was developed to review the students' service system experience across education, health, mental health, social service, and community-based organizations. This process revealed gaps in the students' interagency and interdisciplinary experiences.

The program also developed an Integrated Services Competency Assessment form outlining 24 competencies within the following seven best practice areas:

collaborative group process;
teamwork;
advocacy;
collaborative case management;
interagency program planning;
leadership; and
public relations.

All students conducted a pre- and postcompetency assessment process.

The pre-competency assessment data collected for all students (n=72) on entry to the program revealed that, despite the fact that students entered the program from many different disciplines and professions, students as a group rated their competency levels similarly. The one area in which students across all 5 years felt least prepared (and thus rated themselves as having little competence) was interagency program planning. This indicates that, regardless of prior training, some skills and areas of knowledge unique to integrated and collaborative service delivery are new to professionals from all disciplines. This finding also suggests the need for coursework and fieldwork focused on the unique content of services integration and collaborative partnerships.

Furthermore, pre- and postdata were analyzed to determine whether the program has successfully increased the competency level of students. The pre- and postdata available at the time of the project profile were limited to a very small sample (n=5). The results of this analysis indicate that the program does increase competencies in all major areas (Karasoff, 1997).

Postgraduate Evaluation

An in-depth postgraduate evaluation was in progress when this project profile was prepared; it should be completed by Spring 1998. It was designed to collect data from all students who enrolled in the program in years 2-5. Evaluation data were collected 3 months after a student completed the program using interviews with students and employers. These interviews consisted of a series of open-ended questions, guided by an interview protocol that allowed graduates and their

employers to provide feedback about the relationship of knowledge gained through the ISS program and their current job.

Postgraduate data from 35 students indicate that program graduates have successfully secured employment in the field and have been promoted. The data indicate that 46% of the students are employed at integrated services settings, 43% are facilitating integrated services from their current jobs, and 11% are engaged in doctoral studies (Karasoff, 1997).

Barriers to Implementation

Barriers are inherent in the implementation of any new program. Those experienced in the ISS Program were characteristic of most interprofessional education efforts. Barriers emerged within three major areas: cross-training and supervision, professional accreditation, and university bureaucracy (Wilson, Karasoff & Nolan, 1993). Collaboration involves bringing together individuals with multiple perspectives, experiences, and expertise, so it was critical that the ISS program itself develop coursework and fieldwork that was interdisciplinary and deliberately offer cross-training opportunities to students in the program.

Cross-training is an educational strategy whereby professionals from one discipline provide training or supervision to professionals from another field. In the ISS program, this meant purposely putting students in their community collaborative placements under the supervision of a professional with a specialization different from their own. This strategy is in direct opposition to the traditional model of supervision used for licensing and credentialing purposes wherein the integrity of the discipline is paramount. The supervision required under a license-driven model was a barrier to training for integrated services. Therefore, the ISS program offered a specialist certificate to individuals already possessing their discipline-specific license or credential. In this way, the ISS program provided cross-training without resistance from licensing or credentialing boards. Furthermore, the content standards and structured requirements outlined by state accreditation boards can function to create barriers to interdisciplinary program development. The result is that curriculum offered by different disciplines is often duplicative and serves to perpetuate the discipline-specific rather than interprofessional approach to learning. Therefore, the ISS program created coursework that was cross-listed, enabling students from numerous professional programs to earn credit within the college of their choice. For the most part, the course offerings were offered to ISS students as

required courses and to other students as optional courses. However, the school psychology program has made the "Changing Roles of School Professionals" (ED/BSS 703) a required program course.

Finally, the university bureaucracy itself can be a barrier to collaborative partnerships. Departmental structures serve to reinforce and preserve specialization and separateness, and the reward structure within which university faculty members operate provides a disincentive for interdisciplinary work. However, when funds are available specifically to support interprofessional work, the barriers are often eliminated. In this area, the flexibility that external funding provided clearly facilitated some of the successful university-level collaborations across the colleges.

Sustainability

The Challenge for Institutionalization

An analysis of the context within which the ISS program developed sheds light on the challenges inherent in sustaining any innovative professional development program. The particular challenges faced by the ISS program fell into the following areas:

responding to a nonmandated versus a mandated need;
program development within a climate of fiscal austerity;
responding to an emerging job market;
curriculum development within a new and emerging knowledge base; and
providing responsive professional development for multiple audiences.

Each of these challenges is addressed below.

Integrated and collaborative services are not mandated; rather, they represent a method of delivering services. Therefore, training focused on collaboration and interagency services is not formally recognized through a state-approved credential or license. Since university training programs are generally driven by such forces, a program based on a set of competencies not tied to an individual discipline or a particular legislative mandate simply has no anchor in the university system. As a result, while it is considered critically important to provide training in integrated services, who sanctions the program? What department, college, discipline, or combination of these owns the program?

Clearly, any attempt to expand program offerings in a climate of severe fiscal austerity is a challenge. The ISS program faced this challenge as it approached the end of its Federal funding. Furthermore, several changes—such as leadership at departmental, college, and university levels—occurred during this time which adversely affected the continuity of the process. The program anchored itself within the department of special education, but without grant funds and a clear mandate to provide the training, the department did not allocate resources to support the course offerings. However, because the program also cross-listed courses, the responsibility of sustaining one of the two courses thus far has been retained by the colleges beyond the grant term.

The job market is another challenge connected to the nonmandated nature of the integrated and collaborative services . Throughout the grant term (1992-1997) a very specific job market emerged for individuals capable of assuming responsibilities as coordinators, directors, and family advocates in community collaboratives. Typically, employers were seeking individuals with a credential or license in a specific discipline with particular expertise in collaborative services. However, the majority of these programs were funded by external grant funds so they did not represent a stable job market. As a result, convincing the university to sustain a separate graduate program to meet an emerging job market was a challenge.

Developing a curriculum focused on integrated and collaborative services presented several challenges. A new training program was being created at the same time as the field of community collaboration was becoming established in the literature and practice. When the program began reaching out to establish community learning sites, there were many individuals who were reluctant to assume the role of mentor in this emerging field. Some professionals felt they were just learning themselves, because they had not received the ISS program's formal training. Therefore, partnership members clearly stated that all members were learning about collaboration together. Also, all program resources were made available to mentors.

Finally, the ISS program had to meet an immediate need for professionals with new skills in integrated and collaborative services. We responded to the need by circumventing the licensing and accreditation process and creating instead a certificate of graduate study that recognized the acquisition of a new body of knowledge.

Emerging Issues for Interprofessional Education

Our experience during the past 5 years reveals several fundamental questions regarding the best method for reforming the curriculum to deliver interprofessional training. Is this a new profession or a new way of training all professionals? Is there a common core of learning that constitutes interprofessional education? Do these competencies cut across all disciplines? Is this entirely new information for all professionals? Essentially, two basic strategies for program reform have emerged from the literature. Programs that are providing a distinct "interprofessional education" training program and those that are infusing "interprofessional" content across professional preparation programs.

Many advocate for a comprehensive reform of personnel preparation programs for all professionals rather than designing training that is considered an add-on after discipline-specific training or creating a new profession (Knapp et al., 1994; Casto, 1994; Lawson & Hooper-Briar, 1994; Melaville et al., 1993; USDOE, 1995). This approach requires revising all professional preparation programs to ensure that common content is delivered across all programs. This can be accomplished, while still maintaining the integrity of the individual disciplines, by including common content across the programs and by providing cross-training opportunities on the common content. The strength of this approach is that all students are trained interprofessionally from the start. Others support revising the curriculum for a specific discipline, such as teacher education, by infusing interprofessional material into teacher education courses (Bucci & Reitzammer, 1992; Tellez & Schick, 1994).

The majority of interprofessional programs, however, provide distinct courses of study, and very few infuse material across the curriculum (Jivanjee et al., 1995). The provision of a distinct interprofessional education program is a supplemental or add-on approach. This method provides a forum for interdisciplinary training after or concurrent with discipline-specific training. The weakness of this approach is that it may not affect the curriculum offered by traditional disciplines. Its strength, however, is that it can meet an immediate training need. The ISS program at San Francisco State exemplified a distinct training program that used both an add-on and an infusion approach to interprofessional education. Training was made available at the postgraduate level or concurrent with graduate-level training while a comprehensive reform process occurred simultaneously (Wilson et al., 1994).

A final question concerns the role of discipline-specific expertise in contributing to collaborative process outcomes. Is it possible to have an effective collaboration among a team in which individual members bring to the table only their collaborative teaming skills? Is depth in specific content areas, such as health services or mental health or special education teaching strategies, valuable or necessary? These questions remain unanswered, although the ISS program's requirement that students already hold a master degree is worth remembering while reviewing the program and its outcomes.

Challenges are inherent in all change efforts, and the reform of university-based programs is no exception.

Clearly, there are several different approaches to interprofessional education. Preservice programs vary depending on the philosophy of the institution, their unique context, and the level of students being prepared (i.e., undergraduate or graduate, credentialed or licensed, etc.). Most efforts will involve activities in areas such as curriculum and field placement review and revision, university systems reform, in-service education and extended education, technical assistance, evaluation, and policy research (Gardner, 1996; Brandon & Meuter, 1995). Challenges are inherent in all change efforts and the reform of university-based programs is certainly no exception. Based on the experience of the ISS and several other university programs, those IHEs seeking to develop interprofessional education program should expect challenges in following areas:

external pressures from accreditation, licensing and credentialing bodies (Knapp et al., 1994; Wilson et al., 1994 ; Gardner, 1996);

the disciplines themselves and their respective intellectual cores (Knapp et al., 1994; Wilson et al., 1993);

cross-training and fieldwork supervision (Knapp et al., 1994; Wilson et al., 1993); faculty involvement in the reform (Knapp et al., 1994; California State University (CSU) Conference Proceedings, 1996b);

university bureaucracy (Wilson et al., 1993; CSU, 1996b); and

funding (CSU, 1996b).

Future Directions for the Project

Professional development activities focused on integrated and collaborative services will continue to be offered at San Francisco State University. The ISS will focus on the following objectives during the next 4 years:

- enroll 15 graduate students per year in the ISS program, and
- incorporate the ISS course offerings into Master Degree programs across the Colleges of Education, Behavioral and Social Sciences, and Health and Human Services over a 4-year period.

In addition, the ISS program has established a technical assistance and training team. This interdisciplinary team will serve the professional development needs of teams of professionals from local community collaboratives on a fee-for-service basis using the ISS program's *Integrated and Collaborative Services: A Technical Assistance Planning Guide* (Karasoff et al., 1996). Finally, the ISS program will continue to participate in the activities of the National Interprofessional Education and Training Network to promote replication of the ISS curriculum across California and the rest of the country.

After the Federal PDP funds expire, the ISS program will continue to exist through a combination of private and university resources. The program expects to receive funding from the Stuart Foundation in December of 1997. This funding will enable the ISS program to work toward a plan for cross-college institutionalizations.

Conclusion

Collaborative partnerships are the wave of the future. As a result, the training programs offered by IHEs must prepare themselves for a new way of doing business. The ISS program is an approach to professional development that has successfully addressed the training needs associated with these emerging integrated and collaborative service delivery systems. By bringing together partners from different disciplines and public and private educational and human services agencies, and supporting this effort through external funds such as those provided by the Professional Development Partnership Project, a program was created that prepared professionals to meet the multifaceted needs of children and families in a comprehensive and holistic manner.

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Kansas Project Partnership: A State Systems Change Approach to Improving Teacher Development

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The Kansas Project Partnership (KPP) was a state-initiated partnership that sought systems change in higher education, with a particular emphasis on aligning teacher education reforms with the state's K-12 standards-based reform. The KPP had two major goals:

> Establish a personnel development partnership in Kansas that will strengthen the quality of personnel training for persons in education, related services, and early intervention services.
>
> Develop and implement a systematic strategic plan for restructuring personnel preparation programs in Kansas that will ultimately help individuals with disabilities to reach their highest potential.

To accomplish these goals, the Kansas Project Partnership awarded two types of subgrants:

> subgrants to institutions of higher education (IHEs) in Kansas, designed to provide incentives for strengthening their capacity to prepare all educators to serve children and youth with diverse needs, including disabilities; and
>
> subgrants to nine Midwestern states, designed to stimulate collaboration between state education agencies (SEAs) and IHEs and to initiate changes in personnel preparation of general and special educators, which paralleled those underway in Kansas.

In addition to these activities, the project funded an independent evaluation. This description of Kansas Project Partnership activities is based on evaluation data gathered by an independent evaluator under contract to evaluate the five Professional Development Partnership projects (O'Reilly, in press) as well as data gathered as part of the evaluation contract funded directly by Kansas Project Partnership (Kleinhammer-Tramill, 1997). Both evaluations involved case study and survey techniques. Case studies used structured and open-ended interviews to obtain participant observations of the processes as well as the impact of the project. Surveys were used to determine project impact only.

Background

The issue of how to improve America's teaching force has proven to be one of the most complex aspects of accomplishing the standards-based reform movement in the United States. Shortly after *A Nation at Risk: The Imperative for Educational Reform* (1983) was released, a second report, *Teacher Education*, by the National Commission on Excellence in Teacher Education (1984) noted that the nation's teacher development system suffered from fragmentation, teachers were prepared within systems fraught by low expectations, and schools were structured for student and teacher failure rather than success. One of the recommendations from this report provided the basis for development of new types of partnerships between professional schools of education and K-12 schools that would later became known as Professional Development Schools (Holmes Group, 1986; 1990; 1995). This recommendation for establishment of professional development partnerships between schools and teacher education programs also provided the basis for Kansas' participation in OSEP's Professional Development Partnership grant initiative in 1992.

Teacher development is a strategy for making sure that all children and youth have access to high quality instruction and meaningful curriculum.

The Goals 2000: Educate America Act of 1994 (P. L. 103-227) prioritized teacher development as a strategy for making sure that all children and youth have access to high quality instruction and meaningful curriculum. In fact, Goals 2000 prompted states to align teacher development systems (including teacher licensure, preservice/professional development partnerships, and induction systems) with other parts of the educational system. Goals 2000 and the 1997 reauthorization of the Individuals with Disabilities Education Act (IDEA) (P.L. 105-17), both support statewide systemic approaches to building coherent systems for teacher development that are aligned with standards-based reforms at the state and national levels.

More recently, the National Board of Professional Teaching Standards has been formed, and the National Commission on Teaching and America's Future (1996) has described the challenges and goals for upgrading the nation's teaching force. The common goal of each of these organizations is to improve the nation's personnel preparation systems so that all teachers have both the content and pedagogical knowledge and skills to help students achieve high state and national

standards. Their recommendations for how to accomplish this goal are quite consistent with those of Goals 2000: all stress the importance of statewide systems improvement through partnership development to end the fragmentation, poor quality, and low expectations for both students and teachers.

Another common concern within both the standards movement and the teacher development movement is that America's education system will not improve until the lowest achieving students—students with disabilities and other educational risk factors —begin to meet high standards (Riley, 1995; Verstegen, 1996; Hehir, 1994; Murphy, 1993). Thus, the preparation of regular education teachers to accommodate the natural diversity, including disabilities, that students bring to the classroom is a focal point for each of these national efforts.

In the wake of the Individuals with Disabilities Education Act (IDEA) Amendments of 1997, new challenges face the nation's educators. The law, and its proposed Federal regulations, require that the evaluation and measurement components in each student's Individualized Education Plan (IEP) must reflect state and national standards. Also, the law contains strong provisions for including students with disabilities in state and national assessments. Students with disabilities will be held accountable to the same standards as students in the general education system. As Dr. Tom Hehir, Director of the Office of Special Education Programs for the U.S. Department of Education, wrote:

> We envision an education system that would set higher expectations for all students, give all students the opportunity to learn to challenging standards, and take responsibility and be accountable for the success of all children. To the extent appropriate, students with disabilities would have access to the same curricula aligned with the state's content standards that other students are receiving and, with reasonable accommodations, be included in state and local assessments. The needs of students with disabilities would be considered as part of state and local planning for regular education and not regarded solely as special education's responsibility.

Such requirements, however, will place children with disabilities and other chronic risk factors on a collision course with failure so long as the regular education is not prepared to accommodate them. Thus, aligning systems under IDEA and Goals 2000 is an essential phase of teacher development.

Since the passage of the Education of the Handicapped Act in 1975, Federal discretionary grant programs have encouraged the preparation of regular education and special education personnel to serve students with disabilities in least restrictive environments, including the regular education classroom. These discretionary programs appear to have been largely successful in building the nation's capacity to prepare special education teachers. The Annual Reports to Congress on Implementation of the Individuals with Disabilities Education Act (U.S. Department of Education, 1992, 1993, 1994, 1995) show that the proportion of unfilled job vacancies for special education teachers has stabilized at approximately 9% per year. We have been less successful, however, in preparing the regular education teaching force to serve students with disabilities. According to the U.S. Department of Education (1996), students with disabilities spend at least 85% of the school day in regular education classrooms; yet regular education teachers are not systematically prepared to accommodate the diverse needs of students with disabilities and other educational risk factors.

The alignment of systems under IDEA, Goals 2000, and IASA for teacher development is critical.

In response, a number of teacher education programs nationwide have engaged in curricular revisions and/or reorganization to improve the capacity of the educational workforce to serve students with diverse learning needs, including disabilities (e.g., Pugach, 1992; Paul, Rosselli, & Evans, 1995). Such efforts are critically important; however, 25 years after the Education of the Handicapped Act, these efforts still appear to be relatively isolated and at the grassroots level. There is not a national infrastructure, complete with supportive policies, that uses natural student diversity (including disability) as a means of enhancing curricular and instructional opportunities for all children. Nor are there enough trained teacher education faculty to create a personnel preparation system that is infused with the commitment to prepare all teachers to anticipate the full range of student diversity.

In short, while particular IHEs are realizing systemic change within their own programs, often these efforts are not nourished by supportive policy or by linkages with individuals and programs that are working toward similar goals. Systemic change has not reached a comprehensive level in our system of personnel development. OSEP's PDP initiative, with its emphasis on preservice and professional development partnerships, seemed to offer an ideal opportunity for

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Kansas education systems to address each of these national trends in improving personnel development systems for general and special education.

State Context

Among the five Professional Development Partnership grants, KPP was unique in that it was awarded to a state education agency, rather than through an institution of higher education. While the goals of Kansas Project Partnership (KPP) mirrored the language of OSEP's request for proposals for PDP grants, the subgrant strategy for implementing systems change in Kansas reflected an effort to align teacher education reforms with the Kansas K-12 standards-based reform initiative. At the time the grant was funded, the Project Director of the KPP grant, Dr. Phyllis Kelly, was Coordinator of the Kansas State Department of Education's (KSDE) Special Education Outcomes Team (later known as the Student Support Services Team). By the beginning of the third year of KPP activities, Dr. Kelly had assumed the role of Director of the state Goals 2000: Educate America Act program within KSDE. In spite of her new responsibilities outside of special education, Dr. Kelly maintained the role of Project Director for the KPP grant. Thus, while KPP was funded as a special education personnel preparation grant, the scope and arena of the Project Director's work influenced the extent to which it would become integrated into the broader contexts of educational reform in Kansas.

In 1991, the year before KPP was funded, the Kansas State Department of Education had undertaken a reform initiative known as Quality Performance Accreditation (QPA). Similar to reforms in other states, the QPA initiative:

- tied accountability and school accreditation to student performance;
- led to adoption of high state standards for curriculum and instruction;
- provided for development of an assessment system that was aligned to the standards; and
- prompted schools to engage in continuous improvement of curriculum and instruction for all children and youth.

When the KPP was funded in 1992, staff in the special education division of the Kansas Department of Education saw QPA as an opportunity to move toward a policy of more unified and inclusive services to students with disabilities. QPA's emphasis on accountability for all students' learning appeared to offer an important opportunity for unification of special education support services with general

education reforms. Also, two other OSEP grants within the special education division, funded at the same time as the KPP, supported similar integration of resources and services. Thus, the state department was able to mount several related initiatives to move toward unified educational services under the auspices of QPA.

Program Development

As a state-initiated systems change grant for higher education, KPP was an anomaly. Like other state education agencies, (Andrew & Schwab, 1993; Mills & Hull, 1992), at the time QPA was initiated, the Kansas State Department of Education traditionally had little ability to leverage the cooperation of IHEs other than through the state's system for accreditation of teacher education and certification of educators. Until 1991, the Kansas Comprehensive System of Personnel Development (CSPD) committee predominantly consisted of special education faculty from colleges and universities, and KSDE personnel faced something of a struggle in setting agendas for the committee. By the time that KPP began, Dr. Kelly and her colleagues attempted to address these issues by reconstituting the CSPD committee so that it would be more consumer-driven. In addition, the special education team began to hold IHE networking meetings approximately twice a year to bring special and regular education faculty members from across the state together for information about KSDE's emerging reform efforts.

The accreditation and certification standards for the preparation of special educators and other education personnel were scheduled for review and revision in 1992. CSPD activities began to focus on developing new special education certification standards that would be less tied to special education eligibility categories and more inclusive. However, the revision in special education standards was put on hold while a more comprehensive redesign of the accreditation and licensure/certification system was developed. While the new licensure redesign proposal promised a movement toward accountability-based accreditation similar to that applied to schools through QPA, the approval, adoption, and implementation of the proposed new system would take several years. IHEs sensed the need to implement change, but were somewhat reluctant to undertake large-scale curricular revisions until the content and fate of licensure redesign was realized.

KPP offered an important and timely chance for KSDE to leverage higher education's participation in the state's reform movement by providing opportunities for IHEs to experiment with curricular and instructional improvements (Kelly, Kleinhammer-Tramill, & Gallagher, 1996; Kleinhammer-Tramill, Kelly, Gallagher, Tompkins, & Zimpher, 1997). In addition, incentives for such experimental efforts to improve teacher education were expanded when Kansas began to participate in Goals 2000. Each of the QPA reform activities anticipated and paralleled the Goals 2000: Educate America Act legislation in 1994. For Kansas, Goals 2000 meant that strengthening preservice and professional development systems for teachers was considered an essential component of educational reform. Better yet, it provided resources for this important effort. KPP activities provided important groundwork for broader improvements of the teacher development system. For example, the subgrant strategy used during the first 3 years of KPP served as a model for distribution of Goals 2000 Preservice and Professional Development program funds to local education agencies (LEAs) in partnership with IHEs.

Sustained development in education necessitates coordinated top-down and bottom-up efforts.

Fullan and his colleagues (Fullan, 1991, 1994; Fullan & Miles, 1992) suggest that sustained improvement in education necessitates coordinated top-down and bottom-up efforts. Both Goals 2000 and Kansas QPA were designed to support improvements at each level. Both initiatives provide consistent policy direction from the top, in terms of holding schools accountable for helping students to meet high educational standards. Both allow flexibility for state and school improvement incentives from the bottom up. Thus, while schools are provided with the clear message that they are responsible for the progress of all students, the specific strategies for improving curriculum, instruction, teacher development systems, and technological resources are left to local discretion. Moreover, incentive funds are provided to help schools experiment with ways to improve instruction. Partnership formation enhances the probability that changes and improvements can be sustained after incentive funds are depleted, because development of partnership networks provides organizations with additional and continuous personnel and resources. Partnership networks also ensure that the collaborative momentum for change will not be lost (Smith, 1992). The design of the KPP project was developed around these premises, and the 5-year KPP experiences provided evidence that the top-down and bottom-up theorem indeed accounted for the essential conditions of change.

The contexts for the grassroots or bottom-up changes through the Kansas Project Partnership were the preservice education programs at eight IHEs in Kansas. All of the state IHEs, a municipal university, and a consortium of six small church-affiliated colleges participated in KPP. Not surprisingly, KPP participation by all of the IHEs was influenced by their own contextual variables. During the 5 years of KPP funding, almost of all of the IHEs had changes in leadership at the level of dean or head of the educational unit. In the one institution that did not experience such a major personnel change, the dean held his position for less than 5 years.

Other changes were taking place as well. One dean of education pointed out that, by the mid-year of KPP funding, Kansas IHEs were struggling with fiscal restraint while facing changes that affected their core capacity. Several public and private institutions faced budget shortfalls accompanied by hiring and salary freezes and reduced general operating budgets. Higher education in Kansas faced many challenges, such as:

changes in demographic trends that affected the number of students entering college and, thus, credit hour production potential;

changes in tuition structures;

loss of indirect cost recovery as fewer Federal grants were available; and

the possibility of reduced support from the Kansas legislature.

Superimposed on these challenges, teacher education programs anticipated the need to respond to change initiatives, ranging from licensure redesign to Holmes Group initiatives. KPP played a key role in helping IHEs to develop or strengthen professional development school (PDS) types of partnerships. At least one School of Education's KPP activities were influenced by its need to respond within a year to a Kansas Board of Regents' recommendation to reorganize by dropping two departments. Several other schools of education have reorganized within the past 5 years (Kleinhammer-Tramill, 1996).

The top-down strategy for implementation of Kansas Project Partnership objectives was to award competitive subgrants of $20,000 each or less to IHEs. The priorities for subgrants included the following:

establishing collaborative partnerships between educational entities (IHEs and LEAs);

> redefining the relationship between departments or units responsible for preparing personnel in general education, special education, and related services;
>
> creating new collaborative programs and coursework options; and
>
> developing faculty/staff mentoring programs.

These priorities, expressed through the requests for proposals for KPP subgrants, helped alert IHEs to the importance of developing partnerships with schools to improve teacher education. IHEs were encouraged to use these partnerships, together with changes in preservice curriculum and instruction, to improve the preparation of all educators to serve students with disabilities and other types of diversity. The fact that these priorities emanated from a state department grant, and the juxtaposition of KSDE's recent activist stance with regard to QPA and school accreditation, together with the licensure redesign initiative, seemed to increase the importance IHE faculty placed on responding to KSDE's Project Partnership initiative. As cited in the Kleinhammer-Tramill evaluation report (1996), one elementary education faculty member from a participating IHE stated:

> We are putting more resources into our product than we ever did . . . with all the changes that have been put on us by the state department, changes in teacher education, and changes in the PPST scores, and changes in the GPA, and changes in the English comp, and changes in more math. There have been more changes in the past couple of years than ever in my career.

Similarly, faculty participants in institutional subgrant efforts often discussed their progress and plans from the perspective of "what KSDE wants us to do." The overt linkage between KPP and the Goals 2000 program through the Project Director's role, together with the similarities in funding strategies and the emphasis on IHE/school partnerships, helped to promote the perception that KPP was a major policy imperative from KSDE. Therefore, the top-down change strategy consisted of the incentives and perceived policy imperatives from KSDE through KPP, and the bottom-up changes took the form of grassroots efforts to improve teacher education at individual colleges and universities.

The KPP project stimulated the development of a complex network of partnerships at multiple levels. First, KPP provided the basis for forging a new type of partnership between Kansas IHEs and the state education agency that was based

on a system of incentives and assistance for improvement (through the subgrant process) rather than on traditional compliance and regulatory systems related to teacher certification and program accreditation. More than half of the state's teacher preparation programs participated in KPP, and within the participating IHEs, KPP stimulated development of internal partnerships. The KPP subgrant initiative resulted in three types of activities among participating IHEs, as described by Kleinhammer-Tramill (1996). First, all of the participating IHEs engaged in development or enhancement of partnerships with local school districts. For IHEs, such as Kansas State University (KSU) and the University of Kansas (KU), that were members of the Holmes Group, KPP provided the opportunity to strengthen existing partnerships with schools. KSU, for example, used a portion of its partnership funds to develop a liaison system through which faculty provide direct input and assistance to practice in the schools, and schools provide information to faculty regarding the performance of student teachers and areas where the teacher preparation curriculum might need to be strengthened. For other universities in Kansas, including the Associated Colleges of Central Kansas (ACCK) consortium, Fort Hays State University (FHSU), Pittsburg State University (PSU), and Wichita State University (WSU), the KPP project provided incentives for development of initial professional development school-type relationships.

KPP provided the basis for forging a new type of partnership based on a system of incentives and assistance.

Second, all of the participating IHEs engaged in efforts to strengthen collaboration among faculty members, particularly in regular and special education. In some cases, this collaboration took the form of redesigning instructional components of the regular education curriculum so that faculty could co-teach. In other cases, these collaborative efforts involved faculty working together to identify critical changes in the personnel preparation curriculum. One such partnership at the University of Kansas provided the Dean of the School of Education with the opportunity to initiate partnerships with deans from the professional schools responsible for preparing other child service providers, including social workers, speech and language clinicians, occupational therapists, and other allied health professionals. This partnership provided the basis for a continuing focus on interprofessional training that has enabled KU to leverage additional funds and to mount interprofessional training initiatives at all levels of preparation, ranging

from preservice preparation of new professionals through preparation of professionals for leadership roles.

Finally, all of the Kansas IHEs that participated in Kansas Project Partnership engaged in efforts to improve some aspect of the personnel preparation curriculum by identifying and incorporating competencies related to teaching students with disabilities and diverse needs, or by providing faculty with opportunities to work in small groups to plan broad units of instruction that would incorporate this content. IHEs targeted elementary and secondary education, administrator preparation, and preparation of special education and related services personnel for improvement.

Beyond the Kansas IHE partnerships, the KPP project's dissemination and replication efforts brought a network of nine states, the Midwest Consortium of States (Arkansas, Colorado, Iowa, Michigan, Minnesota, Missouri, Nebraska, New Mexico, and Oklahoma), together around the common purpose of strengthening relationships between SEAs and IHEs. The activities supported through the KPP Midwest Consortium of States cover a wide range. For example, KPP participation led to development of a Deans' Symposium in Arkansas, which linked the deans of education programs in state universities with the CSPD around issues related to teacher preparation for inclusive education (Nelson & Lipton, 1997). In Oklahoma, the seed funds provided by KPP helped forge a relationship between the University Affiliated Program at the University of Oklahoma and the state education agency that has led to the development of a statewide interprofessional training initiative (Martin & Williams, 1997). In Minnesota, a relationship between the state education agency and St. Cloud State University grew from KPP. This relationship helped to stimulate development of an experimental inclusive teacher preparation program at St. Cloud State University (Bacharach & Stahl, 1997). As noted by O'Reilly (in press), "despite the small amount of the minigrant awards, the level of activity in each state sometimes paralleled that occurring within Kansas, including curriculum development, course modifications, interdepartmental course planning, and collaborative efforts with local school districts."

The KPP project's strategy for providing a set of expectations that could influence both state policy and local implementation in IHEs also involved development of a broad-based management team. Through this management team, KPP brought together policymakers, consumers, school administrators, teacher educators, and

practitioners. Specific team members included representatives from most of the IHEs involved in KPP, the State Director of Special Education, representatives from the elected Kansas State Board of Education, and the CSPD coordinator. Team members provided direction to the project, developed strategies for improvement of the teacher development system (regular education and special education) in Kansas, and reported back to the various stakeholder groups they represented. Management team efforts included regular progress reports by participating IHEs, information on the replication activities of the Consortium of States, reports from the other four national PDP projects, and reports on policy issues related to teacher development, including updates on the licensure redesign proposal. The work at this level was perhaps most critical in terms of the development of an ongoing forum for conversations around the issues of teacher development and the policies that affect the teacher development system in Kansas.

Evaluation

Program Impacts

The impact of Kansas Project Partnership reflects the scope and complexity of the efforts undertaken. The Kleinhammer-Tramill (1996) study of the processes and effects of KPP on Kansas IHEs indicated that progress within each IHE differed and was highly dependent on other contexts, including relationships among individual faculty members involved in the effort, administrative location of the project, and such factors as changes in personnel involved in the project. The types of curricular and instructional improvements undertaken by the eight Kansas IHEs that participated in KPP efforts over the 5 years of Kansas Project Partnership represent arduous efforts; thus, the work between 1992 and 1997 must be considered as initial phases of a developmental process. During the 5 years of KPP funding, several IHEs started out on a steady track and persisted in their efforts throughout the KPP project, but most IHEs went through several iterations of activities. PSU and WSU, for example, brought together elementary, secondary, and special education faculty early in their projects and charted a direct plan to improve their teacher education programs. By the third year of KPP, PSU's elementary education faculty made considerable progress in integrating content related to serving students with diverse needs into methodological courses for general education teachers. PSU's elementary education faculty responded to evaluation interviews during the third year by providing detailed responses to

questions regarding the types of information and assignments they included in their courses to address issues of disability and diversity. One PSU faculty member, when asked to what extent she attributed these practices to KPP responded: "it has helped to keep these issues in the front of my mind as I teach." Notably, PSU's project targeted improvements in secondary education from the second through fifth year, but, unlike elementary education, the secondary curriculum was harder to affect because of the roles of arts and sciences faculty from outside the School of Education in delivering these courses. However, the subgrant director targeted newly hired and young faculty who taught requisite content courses within the teacher education program (e.g., math methods for secondary educators), and by the fifth year of the project, she provided evidence of significant progress in affecting the content of most secondary education courses.

Faculty worked with local educators to identify teaching competencies that are essential to including students with disabilities in unified approaches to education.

KSU had greater success in improving secondary, rather than elementary, education courses by developing a new integrated block of content that was co-taught by secondary, special education, and educational psychology faculty. KSU, likewise, made remarkable progress in integrating content related to special education systems and services into counselor education and administration courses. The subgrant director at KSU noted, in fact, that the administration faculty "seemed to see the handwriting on the wall that administrators need this content. They actually came to me and said they wanted to do this."

WSU faculty worked with local educators to identify teaching competencies that are essential to including students with disabilities in unified approaches to education. By the second year of WSU's project, elementary faculty had incorporated these competencies into their individual courses; by the third year, secondary faculty had accomplished the task. Administrators then modified the list of competencies and used them as the basis for changes in course syllabi. The subgrant co-directors remarked that progress had been smooth but noted the need for deeper changes in terms of greater collaboration among faculty.

At KU, an institution that has frequently participated in OSEP grants, efforts during the first 3 years of KPP consisted of small, grassroots efforts by faculty and were typically initiated by faculty from the Department of Special Education. In a second round of funding during Year 3 of KPP, the Dean of the School of Education

applied for a KPP subgrant and used it as the basis for beginning the interprofessional training initiative described earlier. Several relatively large groups of faculty have participated in developing content related to both inclusive education and the interprofessional emphasis since the Dean's effort during the third year. A mandate from the Kansas Board of Regents to eliminate two departments in the School of Education diverted attention from the curricular efforts somewhat during the final 2 years. However, the restructuring process was accomplished with careful attention to the potential future impact the School of Education's structure might have on collaboration across departmental units, and particularly on the potential for gaining wider ownership of responsibility for teacher preparation. Thus, the diversion from accomplishing curricular changes to develop a structure that might nurture both these curricular efforts and the essential relationships among faculty who must share responsibility for instruction may enhance KU's ability to make more meaningful changes in the curriculum in the future.

Other examples of progress by these and the other institutions that participated in KPP are described in the Kleinhammer-Tramill study (1996); however, even the snapshot portraits of IHE efforts through KPP provided here reveal how different IHEs used different approaches and experienced different levels of progress, depending on their individual needs and contexts. Notably, one IHE, FHSU, participated in the first year of the project and again during the last year. While FHSU did not succeed in winning KPP funds in the interim years, its College of Education made progress toward implementing KPP goals by restructuring its 32-faculty-member teacher education program into one department and by initiating an experimental elementary teacher preparation program in which issues of disability and diversity are intertwined with other content.

All of the IHEs that participated in KPP developed new partnerships or strengthened existing ones. When KPP started in 1992, only KU had formal Professional Development School relationships with three elementary schools and a high school across four school districts. KU's PDS relationships remained relatively unchanged as a result of KPP, largely because attention was focused on restructuring the School of Education; however, KPP did provide KU with opportunities to involve K-12 teachers and other stakeholders in discussion of plans related to restructuring. WSU, ACCK, WE, KU, and KSU involved K-12 practitioners in identifying preservice competencies related to teaching students

with disabilities and diversity. WSU, ACCK, PSU, WE, and KSU engaged local teachers and administrators in forums for faculty development and as guest lecturers in preservice education courses targeted for integration of content related to serving students with disabilities.

During the course of KPP, all of the colleges and universities developed some type of professional development school partnerships; however, these relationships ranged from frequent reciprocal interactions between schools and universities to distant interactions that involved few, if any, faculty or students on a regular basis. KSU for example, used a portion of its KPP funds to hire a liaison between the local PDS sites and the university. This person was responsible for giving input to the schools from university faculty and providing information to faculty about areas of the preservice curriculum that needed to be strengthened based on the performance of student teachers.

Through KPP and Goals 2000 subgrants, WSU developed similarly reciprocal relationships in which faculty taught courses on-site at a local school and developed a mentoring program for new teachers. The availability of Goals 2000 Preservice and Professional Development subgrants was timely in allowing KPP participants to explore partnership development, and under the auspices of Goals 2000, two universities developed a smaller network with an education service center and the districts it represented to initiate a new teacher mentoring program that served as a pilot for the induction program proposed as part of the state's redesign of teacher licensure. By the end of the 5-year KPP project period, all of the participating colleges and universities had developed some type of formal professional development school relationships; however, the extent to which faculty and students participated in these relationships and the degree to which PDS interactions reflected reciprocal exchanges between schools and universities varied widely.

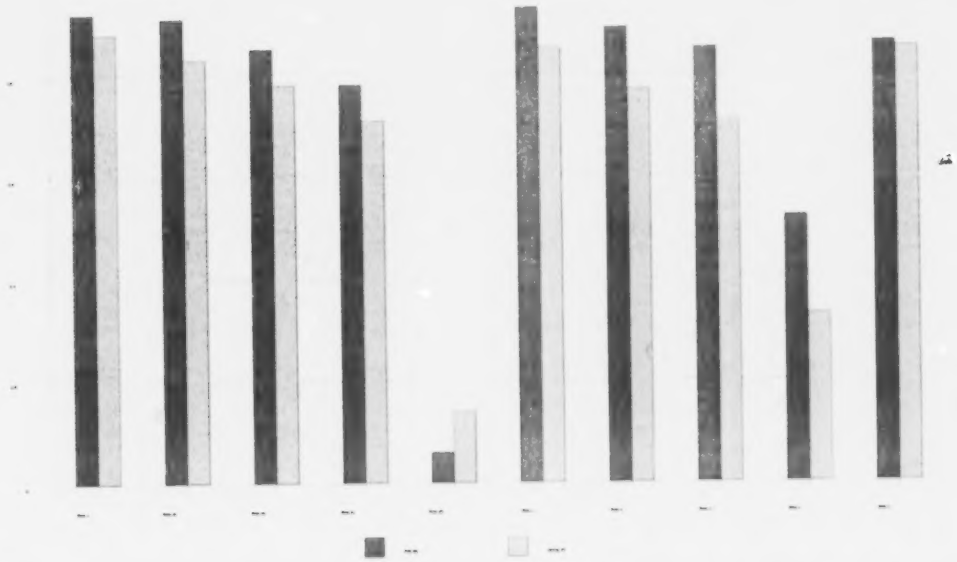
Evaluation efforts during the second and third years of the project focused on capturing the process of change at each IHE through the eyes of participating faculty. This evaluation strategy was based on the theory that the process of building faculty awareness and incorporating changes in curriculum and instruction would take at least 3 years. Evaluation activities during the fourth and fifth project years were expanded to include administration of surveys in each participating IHE

to gather preservice teachers' perceptions of the extent to which their courses did, in fact, include content, model strategies, and convey the expectation that these preservice teachers would teach students with disabilities and diverse needs in their future classrooms (Kleinhammer-Tramill, Kelly, Gallagher, 1996). Figure 1 summarizes these data. Of the 1,192 students surveyed (from a sample of all participating IHEs), an overwhelming proportion indicated that they saw their classes as providing relevant content and their instructors as providing appropriate models of instruction. The proportion of affirmative responses was significantly lower ($p<.05$) for Spring 1997 classes than for Fall 1996 classes; however, the Spring sample included a broader range of elementary and secondary methods courses, and IHEs administered surveys more frequently in the classes that have proven more resistant to change over the 5-year KPP experience. The willingness of participating IHEs to begin to gather data regarding these "trouble spots" seems particularly encouraging in that it suggests that they may see these data as potentially useful in continuing their efforts toward improvement beyond project funding. Additional breakdowns of the data provided in Figure 1 are available from Kleinhammer-Tramill (1997), and continued data collection efforts will include sampling journals and other products from field experiences to gather portraits of preservice teachers' perceptions of their teaching abilities and needs as they enter the field. In addition, data will be gathered from program graduates at 1, 3, and 5 years beyond their preservice preparation to determine whether differences exist in how program graduates who completed their training before the KPP changes took effect view their preparation for serving students with diverse needs, compared with those who graduated after KPP changes were initiated.

The new standards for special and general education demand that all teachers have greater mastery of content and a broader range of instructional strategies to meet the needs of all students.

The long-term impact of KPP cannot yet be determined; however, several factors make it likely that the systems changes undertaken through KPP will continue to affect the quality of personnel preparation and, in turn, the ability of future teachers to serve students with disabilities and other diverse learning needs. First, the efforts of the participating Kansas IHEs to improve curriculum and instruction over the past 5 years should prepare them well to be active participants in special education State Improvement Planning processes as mandated by the 1997 reauthorization of IDEA. Indeed, KPP provides a model for the linkages that must exist among the State Department of Education, IHEs, and K-12 schools for

Figure 1. KPP Student Survey, Percentage of Affirmative Responses



	Item 1	Item 2a	Item 2b	Item 2c	Item 2d	Item 3	Item 4	Item 5	Item 6	Item 7
Fall '96	92%	91%	85%	78%	6%	93%	89%	85%	52%	86%
Spring '97	88%	83%	78%	71%	14%	85%	77%	71%	33%	85%

Item 1: Did the instructional strategies used by your instructor in this class provide models of teaching techniques which might be effective for students with diverse needs including disabilities?

Item 2: Did the course content include: (2a) Discussions (2b) Readings (2c) Assignments (2d) No Content on educational strategies for meeting the needs of students with disabilities and/or risks?

Item 3: Was the environment of this class conducive to creating positive attitudes toward children and youth with diverse needs including disabilities and other risks?

Item 4: Was content regarding students with diverse needs integrated with other course content?

Item 5: Did this course create or contribute to the expectation that you will teach students with diverse needs, including disabilities?

Item 6: Have your beliefs about the scope of contributions a person with disabilities might make to society changed because of this course?

Item 7: As a result of this course, do you anticipate needing to collaborate with professionals from other disciplines to achieve positive student outcomes?

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continuous improvement in personnel development systems. As clearly identified by both the National Commission on Teaching and America's Future and the U.S. Department of Education over the past 2 years, the nation can no longer afford fragmented approaches to educational improvement or fragmented approaches to personnel development. Teachers must be prepared to teach to high standards, and standards for the preparation of teachers must be aligned with high local, state, and national standards for students. The IDEA '97 asserts the connection between special education services and general education by requiring that IEPs specifically address state and national standards and that students with disabilities be included in state and national assessments. While high expectations alone cannot meet the unique needs of students with disabilities and other diverse learning needs, exclusion of these students from the benefits of the higher-performance educational system that mainstream educators are striving to achieve is unconscionable. In Kansas, KPP will also prepare IHEs for making the necessary changes to adopt the state's proposed new system for teacher licensure. The new standards for special and general education demand that all teachers have greater mastery of content as well as a broader range of instructional strategies to meet the needs of all students. Moreover, the new system imposes the same expectations for continuous improvement that K-12 schools in Kansas already meet by tying accreditation of teacher preparation programs to the successful performance of program graduates. Each of these trends suggests that KPP has provided a critical building block in state personnel development capacity.

Barriers to Implementation

One of the issues that became most apparent to the Project Director and the Management Team for KPP was that the processes of making improvements in curriculum and instruction for preparing educators do not always, or even typically, follow a steady course. Most of the participating IHEs experienced one or more rounds of projects that might be characterized as false starts; that is, they undertook efforts that were too large in scope and lost sight of what they were trying to accomplish, or they attempted to change single courses as small experiments in innovation. For example, during the second year of funding, one university attempted to establish partnerships with two school districts. One partnership involved a Comer schools-related effort; the other involved using focus groups of practitioners who successfully provided inclusive education. The plan was

to involve teacher education faculty in the Comer effort while simultaneously engaging in curriculum change in preservice education courses based on information from the focus groups. While either effort alone might have provided an important step in accomplishing project objectives, the combination of the two efforts was not sufficiently coordinated, and the project stalled short of its objectives. As one faculty member stated, "We have all these partnerships out there waiting for us, if we just had the time to use them."

In the first 3 years of KPP, IHEs could choose to address only one or two priorities. Thus, in one case, a subgrant focused on the priority of developing new course content was used as the basis for a controlled experiment to study two different models for teaching the state-mandated course on exceptional children. At the end of the project, the faculty members in charge of the subgrant reported their findings and ended the effort without attempting to further affect the teacher education program.

In several cases, schools of education were involved in both KPP subgrants and Goals 2000 Preservice and Professional Development grant projects that supported similar goals but operated independently of one another. Moreover, some IHEs successfully competed for more than one KPP subgrant in a single funding period and attempted to carry out parallel activities at the same time without attempting to coordinate the various projects toward a coherent initiative to improve teacher preparation.

Gardener (1994) argues that discretionary grants often suffer from "projectitis" and that external funding can actually produce fragmentation of programs. Noting these problems, the KPP Management Team embarked on an effort to push the KPP subgrants to a more systemic level. At the end of the third year, the Management Team altered the guidelines for future subgrants by requesting that IHEs address all of the priorities; by requiring coordination, or at least approval, of KPP efforts at the level of dean or chair of the education unit; and by asking subgrant applicants to describe the relationship among all such projects in the context of a long-range plan within their grant proposals. As a result, the fourth and fifth year projects were better coordinated within IHEs, and resulting efforts in IHEs were refocused on the central goals of KPP. In retrospect, the experimentation that occurred within some subgrants during the first 3 years was probably useful in gaining the involvement of a few key faculty members at each

IHE; however, subgrant guidelines could have promoted broader participation early on by requiring a minimum level of participation across disciplines and faculty. The mid-course correction imposed by the Management Team in response to formative evaluation data was useful in gaining broader participation. It was also important in gaining involvement of key program administrators whose participation was essential for changes in preservice curriculum and instruction that involved governance decisions beyond single courses or departments.

Sustainability: Continuing the KPP Effort

In the months before OSEP funding for KPP ended, the Project Director identified a strategy for providing a smaller amount of funding to each IHE for a final round of KPP efforts. The funding strategy during the additional year changed to reflect the need to help IHEs plan for future efforts beyond funding. Thus, in the sixth year, after the formal end of the project, IHEs that had participated previously were asked to submit continuous improvement plans that summarized their progress to date and identified targets for improvement. This strategy, like school improvement processes, was designed to help the IHEs see their efforts to prepare educators to serve students with diverse needs as an ongoing challenge that requires continuous refinement and renewal rather than merely one-time changes with discrete starting and stopping points. The subgrants, unlike earlier KPP subgrants, were not awarded competitively, but rather given to IHEs in return for their commitment to engage in continued improvement activities. All of the IHEs that have participated in earlier rounds of KPP activity have elected to participate. In addition, funds from an OSEP leadership personnel preparation grant at KU have been used to award postdoctoral stipends to former subgrant directors who have served as "change agents" in their IHEs. The focus of the postdoctoral training will be on building sustainable networks to support the continuous improvement processes undertaken during the sixth year of KPP and on expanding the efforts to prepare educators for inclusive practice to the broader arena of interprofessional training for all child service professionals.

Future Directions

The work KSDE and the eight colleges and universities have undertaken through KPP is far from complete. Systems improvement requires sustained effort, and while Kansas IHEs have made significant progress in the 5 years of work since KPP was initiated in 1992, both the state education agency and the colleges and universities must continue their commitment to improve the preparation of all educators to serve students with disabilities and diverse learning needs. Educators in Kansas and across the nation are faced with new challenges to assist students with disabilities to achieve high standards by addressing state and national standards within students' Individualized Education Plans as required by P.L. 105-17. To accomplish this, both regular and special education teacher preparation must provide educators with deep knowledge of curriculum content aligned with those challenging standards, and all educators must master a broad and emerging array of teaching strategies that will allow them to use the natural diversity students bring to classrooms as instructional opportunities.

The partnerships . . . ensure a reciprocal learning cycle that will incorporate new content discovered by teachers in practice and will allow teacher educators to bring the resources of colleges and universities to bear on instructional challenges.

The partnerships between Kansas IHEs and schools must be strengthened and expanded to ensure a reciprocal learning cycle that will allow IHEs to incorporate new content as it is discovered by teachers in practice and will allow teacher educators to bring the resources of colleges and universities to bear on instructional challenges. These partnerships must also address the professional development needs of teachers in the field, as well as the need for every new teacher to be supported in field experiences and initial practice by educators who can provide models of outstanding instruction.

In 1995, Kansas took initial steps to accomplish this linkage between preservice education and professional development by using Goals 2000 funds to establish the Kansas Teacher Development Coalition. The Teacher Development Coalition, which consists of representatives of all of the state and private colleges and universities, the education service agencies that provide much of the professional development for teachers, the Kansas National Education Association, the Kansas Association of School Boards, and K-12 schools engaged in Goals 2000 efforts,

functions much like a comprehensive system of personnel development for both general and special education. While the Kansas Teacher Development Coalition has focused on broader issues than those addressed by Kansas Project Partnership, KPP provided the basis for a transformation in the relationship between the state education agency and other entities that was an essential context for the Teacher Development Coalition.

In addition to the challenges of improving the education system, Kansas and the nation face immense new challenges posed by shifts in the social support service system resulting from welfare reform. As funds and responsibilities are devolved to states and localities, communities are working to develop preventive models for meeting the health care and social welfare needs of children and their families. However, effective local systems will require new types of partnerships and additional new role demands for professionals. Thus, in planning for future improvements in teacher preparation, the Kansas State Department of Education and the public and private colleges and universities in Kansas must expand their efforts to include interprofessional education. Educators must be prepared to collaborate with and understand the contributions of the range of child service providers, and partnerships between teacher education programs and schools must be expanded to include professional development community partnerships between universities and communities.

Effective local systems will require new types of partnerships and additional role demands for professionals.

The Special Education State Improvement Planning grants authorized by IDEA '97 offer an opportunity to address these challenges by providing incentive funds to link teacher development systems in special education with improvements in service delivery. Several lessons from the KPP experience merit consideration if the opportunities afforded by the State Improvement Planning grants are to be fully realized. First, teacher development must be viewed as a continuous effort. That is, the cycle of teacher development is complete and effective only to the extent that it acknowledges the integral relationship between preservice education and professional development. Thus, efforts such as the Kansas Teacher Development Coalition, which link preservice education with professional development, should be considered when states undertake their State Improvement Planning efforts for special education. State Improvement Planning grants will fall short of their potential if they address only one portion of the teacher development cycle. Second,

one of the most important things learned from the KPP was recognition of the critical role that political and policy-level partnerships play in ensuring the connectedness of support services for students with disabilities to the larger education system. The KPP experience suggests that Special Education State Improvement Plans can be most effective if they assert the policy connections with broader initiatives such as Goals 2000 and the IASA, and states would do well to define the Special Education Improvement process within the larger context of states' existing Goals 2000 Education Improvement Plans. Moreover, if states are reorganizing their systems for teacher licensure and induction as prompted by Goals 2000; if they are providing incentives for teachers to participate in National Board certification processes; if they are participating in National Commission on Teaching and America's Future activities; if they are taking active steps to end the artificial fragmentation of teacher development into separate preservice and professional development systems; or if they are carrying out any other systemic initiatives to improve their teacher development capacity, then a focal point of the state's Special Education Improvement Plan should be analysis of and planning for how the special education manpower system can be unified with and inform those larger teacher development initiatives. Such steps will be critical if Special Education State Improvement systems are to ensure that special education is positioned to leverage the attention and support of the larger system to the needs of children and youth with disabilities.

Conclusion

The primary challenge for the Kansas IHEs involved in the KPP effort is that of maintaining the momentum and commitment to improve preservice education beyond project funding. The strategy of shifting the emphasis of the project from change to continuous improvement in the final year provides the basis for participants to realize that a one-time effort to change curriculum and instruction or to develop partnerships with schools is insufficient to address the challenge of preparing educators who have both deep knowledge of content and an array of instructional strategies necessary to teach students with diverse needs. Darling-Hammond & McLaughlin (1995) point out that rigid concepts of institutionalization may actually pose barriers to continued responsiveness, renewal, and improvement of teacher education. Future efforts toward statewide systems change in Kansas or other states must focus on helping preservice and

professional development systems adopt continuous improvement models that acknowledge the reality that the challenges of getting better are constant.

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Reaching Up and The City University of New York Consortium for the Study of Disabilities: A Case Study in Collaboration

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In 1989, Reaching Up and The City University of New York (CUNY) joined together to form The New York State Consortium for the Study of Disabilities. Reaching Up is a nonprofit organization that supports the higher education and career advancement of direct care workers in the health, education, and social service occupations, while CUNY is the largest urban university in the country. The Reaching Up/CUNY Consortium for the Study of Disabilities was created to provide opportunities for paraprofessionals to enroll in credited, job-related courses and certificate programs that can lead to undergraduate degrees. The Consortium served as a model for the Professional Development Partnerships initiative in the Individuals with Disabilities Act Amendments of 1992 (IDEA, P.L. 102-119). Funding from the U.S. Office of Special Education Programs (OSEP) gave the Consortium additional resources to train direct care workers who offer services to infants, children, and young adults with disabilities.

Background

The Reaching Up/CUNY Consortium for the Study of Disabilities (the Consortium) evolved out of discussions between John F. Kennedy Jr., the founder of Reaching Up, and James P. Murphy, a member of the CUNY board of trustees. The personal and professional relationship of these two men, embodied in the collaboration, stands at the center of the project. The role of the Consortium is primarily that of a catalyst and honest broker. Not being a part of the service delivery system allows the Consortium to provide an entrepreneurial spirit and initiate joint ventures.

To guide and direct the professional development partnership endeavor, Kennedy and Murphy convened a public/private partnership. This partnership includes representatives from higher education, state government, private, nonprofit provider agencies, public schools, consumer groups, unions, and private foundations. Kennedy's personal leadership has helped recruit a diverse group of high-profile stakeholders. Although the degree of involvement of particular organizations has ebbed and flowed over the years, the group has survived

essentially intact. Kennedy's ongoing commitment to chairing meetings and bringing people together remains the driving force behind the partnership. The goals of this public/private partnership are to:

> improve the quality of services to individuals and families by educating and motivating direct care workers;
>
> facilitate changes in the service delivery system to create career pathways for qualified staff; and
>
> strengthen the working relationship and partnership among direct caregivers, self-advocates, and family members.

In addition to shared goals, an important part of the partnership is shared resources. During the course of the project, most of the partners contributed significant funding, staff time, and other resources to support group activities. The partnership itself helped to generate additional resources, including grants from the Federal government and several private foundations. Being part of a partnership also helped individual entities, especially participating colleges, to secure their own funding to carry out Consortium-sponsored activities.

Public/Private Partnership Members

The members of the Public/Private Partnership include:

> City University of New York and the State University of New York
>
> NYS Education Department, Health Department, Office of Mental Retardation and Developmental Disabilities, and Office of Mental Health
>
> Interagency Council of MR/DD agencies
>
> Mid-Hudson Coalition
>
> NYC Board of Education
>
> Civil Service Employees Association
>
> United Federation of Teachers
>
> 1199 Health and Hospital Employees
>
> NYS Self-Advocacy Association
>
> Kennedy Foundation

A Comprehensive Approach to the Human Services Work Force

In New York State, a quarter of a million paraprofessionals are employed as assistant teachers, child care workers, group residence workers, personal care attendants, home visitors, community health workers, mental health aides, job coaches, youth counselors, and family support workers. They provide critical services to children, parents, friends, and neighbors with disabilities or chronic conditions. Direct care staff often play a central role within a fragmented service delivery system. Unfortunately, this sector of the workforce is characterized by high turnover rates, low wages, minimal training and few career opportunities. The majority of direct care staff are women, working in difficult, dead-end positions, often wi inadequate health and education benefits. In New York State many of these "working poor" are also women of color, new immigrants, single female heads of households, and former welfare recipients.

Paraprofessionals . . . provide critical services to children, parents, friends, and neighbors with disabilities.

Labor force problems such as high turnover have been chronicled for more than 25 years and span a wide range of institutional, community-based, and independent living models of service delivery. Indeed, an experienced, well-trained and motivated workforce may be the single most important factor in the delivery of quality services, regardless of the particular client population or service paradigm. Especially in an era of inclusion of people with disabilities in integrated service settings, an approach to workforce issues that cuts across bureaucratic structures, categorical funding streams, and professional disciplines is advisable.

Beyond the considerable cost of personnel replacement, the inherent administrative burden, increased training costs, and inevitable lowering of productivity and morale, it is the discontinuity in the relationship between the caregiver and the individual with disabilities that most concerns self-advocates and parents. Increased consumer satisfaction is directly related to the length of time an aide has been employed. In settings in which a person encounters dozens of caregivers in the course of only a few years, the prospect of developing anything resembling a productive partnership is remote. From the perspective of a mother with a developmentally-delayed infant, a school-aged child with special needs, a teenager with emotional problems, a young adult with mental retardation, a middle-aged person with a physical disability, or a frail senior citizen, their quality of life

frequently depends on maintaining a long-term, stable relationship with a skilled, responsive, and compatible direct care worker. It is not surprising that people with disabilities and their parents are among the strongest advocates for better working conditions and career opportunities for direct care staff.

Unlike manufacturing jobs, "hands-on" jobs in human services cannot be exported overseas to cheaper labor markets. New delivery models for health care, special education, and social services are providing incentives for employers to use less-skilled and part-time workers in tasks previously performed only by higher-priced professionals. At the same time that agencies, schools, and clinics try to reinvent themselves by becoming more "performance-based," "consumer-oriented," "inclusive," and "cost-effective," they are demanding more than ever from their paraprofessional staff.

This sector of the workforce is likely to assume additional responsibilities and greater decision-making authority in the future, working as partners with individuals and their families, in a variety of home, school, work, and neighborhood settings. Without an intensive effort to train and upgrade direct care workers, the outcome of these changes is likely to be poor quality services. A better-educated workforce, with opportunities for career advancement through higher education, is in the best interest of the two most important constituencies: the service recipients and the workers themselves.

During the last 15 years, as the real wages of the least-skilled workers have fallen, the difference in earnings between those with and without a college education has increased significantly.

Most entry-level jobs in human services require a high school diploma or G.E.D. Even with a high school diploma or G.E.D., guaranteed full-time employment, health care benefits, job security, and upward mobility in the current labor market require continuous upgrading of knowledge and skills.

Policies designed to improve the earnings, benefits, education, and career prospects of human services workers also help workfare and school-to-work participants. By creating upward mobility through the ranks, an entry-level job holds out the possibility of a decent future for a newcomer. Without career pathways, the labor market could be flooded with welfare mothers and out-of-school youth, competing with current human services workers for low-paying, dead-end positions. The most reliable and efficient way to support the career advancement of low-wage earners

is to give them greater access to public higher education, so CUNY and SUNY are positioned at the crossroads of several major workforce initiatives.

The socioeconomic fault line that separates those who are "making it" from those who are left behind runs through higher education. During the last 15 years, as the real wages of the least-skilled workers have fallen, the difference in earnings between those with and without a college education has increased significantly. Part of the legacy of this deepening divide is that children of the working poor are also less likely to attend and finish college. A shared value among members of the public/private partnership is the commitment to address the widening gap in income and opportunity that threatens the quality of life of working poor paraprofessionals and their families.

Unfortunately, the fragmentation of the delivery system discourages any single entity from taking a comprehensive approach to direct care workforce issues. The convened public/private partnership provides a forum for interagency cooperation to address common interests and concerns about the human services workforce. In this case, the goal of collaboration was to empower service recipients and their direct care staff to access needed services and supports in a personal and meaningful way.

Building Capacity: Curriculum Development Partnerships

In the beginning, there was general agreement among the Consortium partners about the problem: the high turnover, low-wages, minimal training, and lack of career opportunities of direct care workers. There was also a consensus on the necessary first step to facilitate their access to job-related courses at CUNY schools throughout the city.

In 1989, the courses offered by CUNY for direct care workers and paraprofessionals who provide services to persons with disabilities had not kept pace with recent developments in the field. The emerging universe of disabilities includes medically fragile children, youth with traumatic brain injury, and individuals with developmental disabilities dually diagnosed with mental health or substance abuse problems. Increasingly, staff are interacting with people of different races, cultures, religions, and ethnic groups. The complexity and diversity of the consumer

population, along with an expansion of service settings in homes, inclusive classrooms, work sites, and communities, will require that direct care staff possess more sophisticated attitudes, an increased interdisciplinary knowledge base, and the multiple job competencies of a direct care generalist. An initial assessment showed that CUNY did not have the capacity nor the up-to-date coursework to train the thousands of direct care workers to function in this ever-changing atmosphere.

Usually, curriculum development is the prerogative of faculty, and the process by which new courses are developed and approved by departments is often time consuming. It can take years for new degree programs to receive final approval from the State Education Department. Colleges needed an incentive to respond more quickly and efficiently to the practical problems experienced by provider agencies. To facilitate the creation of new coursework, the Consortium's Curriculum Development Incentive Award Program provided $15,000 per semester to participating colleges to establish and/or strengthen existing programs in health, education, and human service disciplines to include preparation in developmental disabilities. Interested faculty were required to submit a 3 to 4 page proposal outlining the need for the program or curriculum, a description of the program including all coursework, strategies for student recruitment, student support services, plans for program or curricular evaluation, and a budget. During the 5 years of the project, over 40 new undergraduate courses in the disability field were created at 12 participating colleges. The Consortium also convened a series of task force groups to address the training needs of current workers and their employers.

Curriculum task force groups consisted of faculty from several disciplines and colleges, training directors of nonprofit organizations, personnel directors from the public schools, representatives of union and labor-management training funds, direct care workers, self-advocates, parent advocates, human resources planners from state agencies, and outside consultants as needed. Through this process, a consortium of CUNY and SUNY colleges developed curriculum innovations that integrate the liberal arts and vocational education. The Consortium for the Study of Disabilities supported development of credited certificate programs in disability studies that are at once interdisciplinary and competency-based, and that can be applied to baccalaureate degree programs in related health, education, and human services fields.

The certificate in disability studies integrates skill standards for the essential activities that all direct service jobs have in common. The common skill set encompasses a broadly defined core occupation that includes case management and family support, social and behavioral supports, educational supports, residential supports, personal assistance, employment supports, and leisure and recreation supports. These community support skill standards for direct service generalists were developed and validated nationally by the Human Services Research Institute (HSRI) with funding from the U.S. Department of Education. The Consortium served as a national demonstration site for the project (Taylor, Bradley, & Warren, 1996).

Certificate programs consisting of 4 to 5 courses and 12 to 22 credits are an effective way to package new courses that respond to workplace realities and still count toward a degree. Thus, without waiting for the higher education bureaucracy, workers at cooperating agencies can begin taking state-of-the-art training programs that integrate the latest research, current trends, and best practices in the field. Workers and employers like enrolling in courses directly related to their jobs. Through supervised internships and field-based learning, workers are able to demonstrate required skill standards at their own agencies. In addition, practicing professionals are frequently asked to teach courses as adjunct faculty. These cooperative efforts help break down some of the superficial barriers that exist between academia and the world of work.

The purpose of the distance learning project was to test using video and broadcasting technology to reach a large number of adult students.

Each college usually works independently to develop courses and degree programs. One feature of the Consortium-sponsored curriculum development process is that faculty from several colleges work together. In this case, collaborating faculty from several institutions and disciplines share their professional expertise and try to articulate their course offerings. With the approval of an academic advisor, students are able to choose from a menu of selected courses to meet certificate requirements. Thus, through the Consortium, workers can take some courses at one CUNY institution, and some at another institution, to complete a certificate. In this way, a student at one college in the Consortium can benefit from a special course offered at another local college. Colleges that participate in the Consortium for the Study of Disabilities have developed several core courses, but each institution has also tapped existing courses

and faculty expertise that is available only on its own campus. This spirit of collaboration is also embodied in the interdisciplinary curriculum that cuts across several college departments and speciality areas.

Another example of this type of collaboration is the distance learning courses. The State Education Department provided the Consortium with funding to develop a series of credited telecourses for paraprofessionals in the areas of special education, developmental disabilities, children and youth with serious emotional problems, and transition services. The curriculum development process included faculty from eight different colleges. The purpose of the distance learning project was to test the feasibility of using video and broadcast technology to reach large numbers of adult students who are busy with work and family responsibilities. The courses are broadcast by local public television, with a radio call-in component. Hundreds of paraprofessionals enroll in the courses, which are offered jointly by up to six CUNY colleges.

Undergraduate Education

Each year, approximately 1,000 direct care workers enroll in the more than 40 new courses that have been created. As of Fall 1997, more than 600 paraprofessionals have completed credited certificates. Motivated workers can improve their job competencies and earn a portable academic credential, while providing better quality services and advancing in their chosen careers.

Local area colleges offer the following programs:

Lehman College/CUNY offers certificates in disability studies, psychiatric rehabilitation, and home care through its Adult Degree Program;

The College of Staten Island/CUNY offers an interdisciplinary certificate in disability studies through its departments of psychology and sociology;

Medgar Evers College/CUNY offers coursework sequences in disability studies and early intervention through its Worker Education Program, in association with its department of special education;

City College/CUNY offers an interdisciplinary concentration in disability studies through its Center for Worker Education;

Queens College/CUNY offers an interdisciplinary coursework sequence in disability studies through its Labor Education Advancement Project, in association with its departments of psychology and sociology;

The CUNY Baccalaureate Program offers an individualized, university-wide, interdisciplinary concentration in disability studies;

NYC Technical College/CUNY offers a concentration in disability studies through its department of human services;

The private Marymount Manhattan College offers a certificate in early intervention through its special education department;

New Paltz/SUNY offers a concentration in direct care practice through its department of sociology;

Brockport/SUNY offers an interdisciplinary certificate in disability studies through its nursing department; and

Albany/SUNY offers an interdisciplinary certificate in disability studies through its social work department.

In the effort to build capacity quickly and provide a flexible model suitable for part-time working adult students, we made our share of mistakes. Some of the incentive awards to colleges did not work out. We underestimated the percentage of direct care workers who had already earned at least some college credits. These working adults are among the most motivated. Most associate degree programs at community colleges have a large percentage of required courses and fewer electives. In most cases, students who have previous credits and have completed a credited certificate will find it difficult to integrate all these credits into an associate degree. Articulation works best with schools that offer baccalaureate degrees in related health, education and human services fields.

Labor-Management Partnerships

To improve access to college, many certificate courses are offered at the work site, at convenient times, in partnership with public and private agencies such as the Association for the Help of Retarded Children, Young Adult Institute, New Horizons Resources, Independent Living Association, United Cerebral Palsy/NYC, New York City Board of Education, New York State Office of Mental Retardation and Developmental Disabilities, New York State Office of Mental Health, Salvation Army, Kennedy Child Study Center, Herbert G. Birch Services, and many others.

Private agencies, some of which provide partial tuition stipends, are primary sources of students. Several employers have also provided release time for their participating workers and salary increases upon completion of a credited certificate. For example, hundreds of teacher aides are recruited from early intervention

programs. They enroll in a certificate program that includes coursework in early intervention. When they complete the coursework, they receive state certification as assistant teachers and a raise.

Another example of a partnership among labor, management, and higher education is the Career Training Program (CTP) sponsored by the New York City Board of Education (BOE) and the United Federation of Teachers (UFT), which features tuition vouchers, pay incentives, release time, and career ladder opportunities for paraprofessionals working in special education programs and attending CUNY. Through this program hundreds of paraeducators employed by the Board of Education have enrolled in credited certificates in disability studies offered through the Consortium. The CTP pays for a maximum of 18 credits a year until a baccalaureate degree is attained. There are job upgrades and pay increases as one moves up the paraprofessional career ladder from teacher aide, to educational assistant, to educational associate, to special education teacher. In a 1996 national study by Recruiting New Teachers, this program was identified as one of nine exemplary programs that prepare paraeducators for professional positions (Haselkorn & Fideler, 1996).

Several employers provided release time for their workers and salary increases upon completion of a credited certificate.

Similar partnerships have been developed with the New York State Office of Mental Retardation and Developmental Disabilities and the Office of Mental Health. The public employees of these state agencies provide direct services to children and adults with disabilities. Tuition stipends are provided by the union; the employer provides release time for participating workers; and CUNY offers credited certificate courses at the work site as staff move up the civil service career ladder.

The training and upgrading of paraprofessionals supports the New York State Education Department's Comprehensive System of Personnel Development (CSPD). Paraprofessionals are targeted as future professionals, and developing career ladders is a part of the CSPD's capacity-building strategy. Programs like these also expand the pool of potential professionals from culturally diverse backgrounds. In New York State, and in many other parts of the country, providing paraprofessionals with educational and career advancement opportunities is the best way to diversify the workforce and, simultaneously, to improve the cultural competence of provider organizations (Ebenstein & Gooler, 1993). In addition,

mature individuals with extensive experience are able to enter the professional ranks. The system benefits from a much higher retention rate for direct care workers who are able to advance in their careers, compared with the lower retention rate of new professionals with no experience in the field (Haselkorn & Fideler, 1996).

Kennedy Fellows Career Mentoring Program

During the last 25 years, mentoring has emerged as a popular means of supporting adult learning and career advancement initiatives in a variety of fields. In the Kennedy Fellows program, mentoring refers to supportive professional relationships between senior-level staff and direct service workers within human services organizations and schools. It also encompasses relationships between faculty and adult students in academic settings.

The program provides a $1,000 scholarship each year and career mentoring to paraprofessionals who are enrolled for at least six credits at a CUNY or SUNY college. Thus far almost 350 individuals have been chosen. Fellows commit to several years of study to complete degrees in fields such as special education, psychology, social work, nursing, speech-language pathology, occupational therapy, child care, and recreation.

On the average, each additional year of college results in a 9% salary increase and a corresponding improvement in job performance and productivity.

Almost any financial, medical, personal, or family crisis has the potential of interrupting the studies of a working adult. Even if a worker does not "stop out," and faithfully completes six credits per semester, it can take up to 10 years to complete a 120-credit bachelor degree. In the meantime, persistent adult students get modest promotions and salary increments as they slowly make their way up the career ladder. On the average, each additional year of college results in a 9% salary increase and a corresponding improvement in job performance and productivity. Over time, many of these dedicated individuals graduate with academic honors and assume leadership roles in their profession.

To facilitate this process, each Kennedy Fellow participates in a career mentoring program, in which more than 100 college faculty and agency staff serve as academic advisors and career sponsors. Through ongoing mentoring and supportive peer

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relationships with other Kennedy Fellows, dedicated workers are helped and encouraged to complete their course of study.

As Kennedy Fellows increase their knowledge, improve their job skills, and earn advanced degrees, they become eligible for promotions to positions with greater responsibility:

> One-half of the Kennedy Fellows have graduated with baccalaureate or master degrees. Graduates have received significant promotions to positions such as special education teachers, social workers, rehabilitation counselors, residence managers, service coordinators, recreation therapists, and administrators.
>
> One-quarter have completed credited certificates or associate degrees. Most of these individuals have received salary increments and promotions to positions such as education associates, assistant resident managers, occupational and physical therapy assistants, case managers, consumer advocates, program supervisors, and senior direct care staff.
>
> Most of the other Kennedy Fellows are making steady academic progress toward their degrees.

Kennedy Fellows reflect the composition of the paraprofessional workforce in New York State. They are 54% African American, 34% White, and 12% Latino. About 75% of the Kennedy Fellows are women. They are already assuming professional leadership roles in a more diversified workforce. Fellows have made career commitments in health, education, and human services and have emerged as spokespersons and role models for their co-workers and strong advocates for the people they serve.

The program has a saying, "Once you are a Kennedy Fellow, you are always a Kennedy Fellow." Members of the Kennedy Fellows family are invited to professional development activities throughout the year. Some have gone on to provide mentoring for new Fellows; others serve less formally as "peer mentors." We encourage all Fellows and mentors to continue in their relationships as part of a growing network and chain of professional support throughout the disability field. Fellows are employed at hundreds of agencies and schools throughout New York. They are slowly and steadily making their way up the career ladder. This type of personal and professional support network is an invaluable resource in establishing future collaborative relationships.

The mentors help Fellows develop a network of relationships with other individuals who have the power, knowledge, and skills to further their training, promote their careers, and, when necessary, provide personal advice and support. The development of a continuum of support relationships at agencies, schools, colleges, and the disability field in general, is at the heart of the program.

Partnerships Among People with Disabilities, Family Members, and Workers

Because John Kennedy and Jim Murphy are family members of persons with disabilities, their support for the direct care workforce endowed this endeavor with credibility among the advocacy community. Throughout the project we received valuable support from individuals who, in addition to their professional roles, were also family members of people with disabilities. This powerful but invisible community cannot be underestimated in creating a collaborative network in the disability field.

Reaching Up was founded on the premise that a quality service delivery system is linked to the creation of quality jobs for direct care workers. Implied in this perspective is that the destinies of people with disabilities and their support staff are intertwined, and that an alliance between them is possible. Reaching Up's philosophy envisions a service delivery system in which people with disabilities and direct care staff receive respect and are empowered. Although there are conflicts of interest between them, there is also a shared agenda that has not been fully articulated.

Strengthening the collaborative relationship among people with disabilities, their parents and siblings, and direct care staff is a primary goal of the Consortium. In John Kennedy's keynote address at the 1997 annual conference of the American Association on Mental Retardation, he noted:

> Mothers, fathers, and siblings are also direct care people. When people who are paid take over the responsibilities of family members, we should ennoble them to be, as Robert Perske has said, "as close to good relatives as possible." We want them to "dry and wipe those who need it in a tender and dignified manner," and to "cheer them on when, all alone, they take new steps in life." We need a new alliance between all direct care people, whether they are family members or paid staff. In their common labor there can be a deep and abiding bond. As support staff advocate for a better life for

people with disabilities it is equally important that family members care about the quality of life of competent, caring workers.

To further this priority, people with disabilities and their family members have participated in the curriculum development process and have been recruited as guest lecturers and adjunct faculty in training programs for direct care staff at CUNY. The Consortium and the New York State Self-Advocacy Association co-sponsored a regional conference for self-advocates and direct care staff attended by several hundred individuals. An active alliance between workers and disabled consumers is needed to promote changes in the service system that will strengthen and sustain their relationship.

Building a Federal-State Partnership

In 1995, John Kennedy was appointed to the President's Committee on Mental Retardation. Since then, Reaching Up and the President's Committee have worked together to formulate a national agenda for direct care workers. The active role Reaching Up has taken in forging such a Federal-state partnership has increased the visibility of the Consortium back home in New York. Reaching Up and the President's Committee have convened the National Alliance for Direct Support Workers, a national network of professional associations, provider organizations, advocacy groups, universities, and government agencies that are developing strategies to strengthen the role of direct care workers within an evolving service delivery system.

An active alliance between workers and disabled consumers is needed to promote changes in the service system.

The Committee's 1996 report to President Clinton focused on the need to provide education and career advancement opportunities to direct care staff. During the past 2 years, Reaching Up has provided technical assistance on direct care worker issues to 16 state delegations as part of the National Academy program sponsored by the President's Committee. Hundreds of younger direct care workers and self advocates from New York and around the country have participated in a series of Next Generation Leadership Conferences sponsored by President's Committee and Reaching Up. Their recommendations were also included in the 1996 report to the President.

Reaching Up provided technical assistance and financial and editorial support for the President's Committee publication, *Opportunities for Excellence: Supporting the Frontline Workforce* (Jaskulski & Ebenstein, 1996), which discusses state initiatives to address direct support worker issues and the emerging partnership between workers and people with disabilities. On December 11, 1996, John Kennedy and this author had the privilege of presenting the book to President Clinton in the Oval Office.

Conclusion

At the 1995 National Collaborative Academy sponsored by the President's Committee, Howard Moses, deputy assistant secretary of the Office of Special Education and Rehabilitative Services, gave the opening keynote on "Forging and Empowering New Collaborative Partnerships":

> For us, the words "empowering collaborative partnerships" are more than just a new twist in management philosophy. The very nature of the work we do absolutely requires a high degree of collaboration and coordination. We either collaborate, coordinate, and empower partnerships, or we fail in our mission of helping persons with mental retardation fully participate in their community. Services for people with disabilities are interlinked like a chain. If a vital link is missing, the chain can do no good.

At the same conference, John Kennedy also delivered a keynote address that focused on two vital links in the chain of services that are generally missing from collaborative efforts. "I have learned," he said, "that the voices of direct care workers and self-advocates come from the heart and soul of the developmental disabilities field. These groups need to have a far greater role in determining its future direction."

Indeed, from the perspective of Reaching Up, the relationship between persons with disabilities and their direct care staff stands at the center of any collaborative endeavor. A top-down approach involving powerful stakeholders is devoid of soul if it is not grounded in a bottom-up approach that originates at the point of service delivery, where quality is determined. In the end, the overall goal of collaboration is to empower consumers, their families, and their direct care staff to access needed services and supports in a meaningful and dignified way.

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The North Carolina Partnership Training System for Special Education

David D. Lillie, University of North Carolina

In North Carolina (and across the country), there is a chronic, severe shortage of teaching personnel in almost every area of special education (North Carolina Department of Public Instruction, 1996). The most recent North Carolina CSPD report revealed severe shortages of certified teachers in almost every area of special education (North Carolina Department of Public Instruction, 1991). In addition, most students with high incidence disabilities (specific learning disabilities, developmental disabilities, emotional/behavioral disorders, speech and language impairments) spend 80% or more of the instructional day in regular classrooms. In North Carolina, for example, the CSPD report indicated that 77% of students with learning disabilities were assigned to regular classes only or to regular classes plus resource room (North Carolina Department of Public Instruction, 1996). Although the inclusion figures are less for other disability areas, the majority of students with disabilities spend most of their educational day in regular classrooms.

Paradoxically, many general and special education teachers lack the necessary training to work together to instruct students with disabilities appropriately in these classes. Moreover, with the move to school-based management, building level administrators are now responsible for supervising the implementation of special education programs. Yet they have little understanding of, or training in, special education.

In an effort to address these problems, in 1991, the North Carolina General Assembly mandated that all teachers in the state develop competencies to instruct students with disabilities in their classrooms. Unfortunately, teachers had difficulty finding the training and staff development services they needed to gain appropriate skills and certification. The North Carolina Partnership Training System for Special Education (NC PTS) was developed to address this problem.

Program Development

Mission and Purpose of the Partnership

The mission of the North Carolina Partnership Training System for Special Education was to advance the quality of instructional services for students with

disabilities through informed and improved personnel development for general and special educators and leadership personnel in the public schools. In coordination with the North Carolina Department of Public Instruction (NCDPI), the partnership was to design, plan, and establish a coordinated, statewide, comprehensive system of personnel development to accomplish the following goals:

Increase use of special educational philosophy, methods, and procedures by regular classroom teachers to facilitate effective instruction of disabled students in their classrooms.

Increase the competencies of practicing special education teachers to enable them to become efficient instruction and learning specialists, effective team leaders, and specialists in implementation of a continuum of services and integration of special education philosophy, methods, and procedures into regular education practices.

Increase the understanding and use of special education philosophy, methods, and procedures by school principals.

Ensure positive change in schools through the use of follow-up and continuing technical assistance.

Design, produce, field-test, and demonstrate effective technology-based instruction and learning modules.

Conduct evaluation and research efforts to increase understanding of personnel preparation methods and procedures in relation to current educational practices, systems change, and effective educational services for students with disabilities.

Demonstrate use of a coordinated and comprehensive partnership approach to personnel preparation to improve educational services for students with disabilities.

Definition of an Educational Partnership

NC PTS sought to better understand the dimensions and dynamics of educational partnerships. As a result, educational partnerships have been defined, and their essential characteristics have been discussed, developed, and presented. NC PTS has been using the following definition of educational partnerships: Educational partnerships are persons and organizations joined together as partners (associates) in pursuit of common goals directed toward the improvement of teaching, learning, schools, and schooling (Stedman, 1995).

Early in the life of the NC PTS project, Don Stedman, Dean of the School of Education at the University of North Carolina at Chapel Hill reviewed the literature on educational partnerships and developed a set of characteristics to measure the effectiveness of the partnering processes. These characteristics, presented to the NC PTS Advisory Board and members of the partnership for discussion and revisions, are identified below:

Mutual respect and trust among partnership members;

Parity— equal power, status, and involvement in the partnership;

Common purpose— agreement among partners on the goals and objectives;

Shared governance— a system for mutual and collaborative decision-making;

Shared pooling of resources and joint pursuit of new resources;

Community networking— arranging for support from all relevant groups; and

A variety of procedures to evaluate partnership effectiveness (Stedman, 1995).

NC PTS Partnership Members

The partnership was formed in response to the U.S. Department of Education's request for applications to establish partnerships to improve efforts to prepare personnel to serve students with disabilities. Because of the focus of the project, initial planning efforts involved special education staff from the University of North Carolina at Chapel Hill (UNC-CH) and the NCDPI. Staff from UNC-CH initiated planning discussions with staff from the Division of Exceptional Children in the Department of Public Instruction. From the start, it was assumed that any viable personnel preparation project had to include partners from higher education institutions, public school systems, parent advocacy agencies, businesses, and the state education agency. Accordingly, initial partners included four university teacher education programs, seven school systems, three businesses, and three advocacy groups. Advocacy group members included teacher advocacy groups such as the American Federation of Teachers. The initial business partners included three technology-oriented businesses: Northern Telecom (now Nortel), Apple Computer, and Southern Bell (now Bell South).

Selecting initial partnership members was not a formal process. Initial contacts were made primarily through personal networks of colleagues and school administrative staff who worked together previously. NC PTS also recruited partnership members from various regions to ensure statewide comprehensiveness. The concept of geographically strategic "training hubs"—that is, pairing universities with nearby school systems and advocacy groups—was pursued during the grant application planning. Several university programs that were invited to become members were reluctant to join and, after initial contact, were not pursued because of the short time available to develop the plan and submit an application. These universities were approached again to become members after successful submission of the application. As a result, two additional university training programs were added to the partnership.

Roles and Relationships of the Partners

Institutes of Higher Education

When David Lillie, professor of education (special education) at the University of North Carolina at Chapel Hill and Fred Baars, the CSPD coordinator in the Department of Public Instruction, decided to submit an application for a statewide partnership in North Carolina, they agreed that the partnership would be fiscally managed and administered at UNC-CH. Special education teacher education program chairs at several strategically located state universities were contacted and invited to join the partnership. No private universities and colleges were contacted because the planners were not as familiar with those programs. There was also an assumption that the project would serve as a catalyst or mechanism to organize special education teacher education programs into a statewide system that would provide wider access to specialty certification programs. Thirteen UNC campuses offered special education training, but none offered a full range of certification training across all disability areas. Initially, three universities became partners with UNC-CH: UNC-Greensboro, UNC-Charlotte, and North Carolina Central University.

As in most states with multiple teacher education programs in special education, in North Carolina there is a great deal of competition for students, Federal funds, state funds, favor in the eyes of the Department of Public Instruction, and prestige in providing quality teacher education. So, a partnership proposed by one campus may

be seen as a way to improve the status and position of the organizing campus. Consequently, when a partnership such as NC PTS is formed, initial agreements are based more on personal trust already developed between staff members on different campuses.

Staff members at the four original member universities had worked together before and had developed a foundation of trust on which to develop partnership relationships. Universities that demonstrated reluctance to become involved when invited to participate were ones where personal relationships were not as strong. Although other factors may have been involved, trust appears to be the most influential factor in the decision to become a partner in an educational partnership. During the project's second year, Appalachian State University and Western Carolina University joined the partnership, because more information about the long-range goals of the project and the specific roles of the universities became available.

The best example of an effective educational partnership is the working relationship between the state educational agencies (SEAs) and the partner institutes of higher education (IHEs).

The role of the UNC-CH campus was to manage and coordinate project planning, implementation, and evaluation. This process involved organizing an advisory group, developing a communication system among all partners, and coordinating implementation of project activities. The roles of the regional university campuses were very much the same, although as the project matured, additional roles were assigned to some of the partners. Each university's role was to represent its region of the state and to assist in coordinating and implementing activities in that region. As it turned out, the partner universities were primarily involved in three of the five components of the project, Professional Development for General Education Teachers, Professional Development for Special Educators, and Development of a Technology Technical Assistance, and Resource System. The components' activities are discussed in more detail later. Each partner university received a subgrant to assist with the expenses related to its involvement in project activities.

State Education Agency

To accomplish the NC PTS mission and maintain its work over time, it was essential to have NCDPI's Exceptional Children Division as a lead partnership agency. The North Carolina State Education Agency has been an active partner

throughout the project. The CSPD coordinator, Fred Baars, was assigned as liaison staff member at the beginning of planning and was involved in producing the original NC PTS program proposal. During the 5 years of the NC PTS project, perhaps one of the best examples of an effective educational partnership is the working relationship between the state educational agencies (SEAs) and the partner institutes of higher education (IHEs).

Local Education Agencies

Unlike many other education partnerships, NC PTS participated in actual implementation of comprehensive training activities. The role of the partner school systems was twofold. First, staff members, primarily teachers, were involved in planning to develop competencies, content, and procedures for staff development. Second, staff members of the partner schools received training provided by the partnership. Some partner school systems were more active in the partnership than others. The Charlotte-Mecklenburg School system, the largest system in the state, was quite active during initial planning and the first year of the project. However, due to key personnel changes, the system's involvement did not continue through the life of the grant.

Another factor in local education agency (LEA) involvement was the commitment of the special education administrator to the partnership. When the special education administrator in one district left to take a position in another district, the involvement of the school system waned. In two other partner LEAs, the special education administrators were not very supportive of the NC PTS project activities and did not attend any of NC PTS planning meetings or training activities in their systems. In these situations, strong relationships were developed with individual school principals and staff, which made the partnership more effective with those schools.

During the second year of the project, potential model NC PTS schools were identified in each partner system to receive focused training and technical assistance. Although these activities were felt to be effective and received good evaluations, it was clear that the project could not continue to provide the level of commitment and resources needed to provide continuous on-site technical assistance. Consequently, technical assistance and training designed for individual schools was de-emphasized; however, these schools continued to be invited to and involved in NC PTS activities.

Advocacy Agency Partners

From the conceptualization of the partnership, NC PTS saw the inclusion of parent and teacher advocacy agencies as extremely important. Initial advocacy partners included the Learning Disabilities Association of North Carolina, the ARC of North Carolina, and the North Carolina Chapter of the American Federation of Teachers. Two additional education advocacy agencies, the North Carolina Association of Educators, and the Model Teacher Education Consortium were added during the life of the project. The role of the advocacy agencies in the partnership was to represent the viewpoints of their membership: parents of students with disabilities and teachers. Representatives of the advocacy group partners were involved in the project's decision making, as well as the actual training and technical assistance activities. Additional partners included the President of the North Carolina Federation of Teachers, the President of the Learning Disabilities Association of North Carolina, and a representative from the Association for Retarded Citizens (ARC) of North Carolina.

Business Partners

The initial organizational plan for the project included three technology-oriented businesses: Bell South, Nortel, and Apple Computer. Each represented a different facet of emerging telecommunication information networking. These businesses were to provide advice and input regarding the use of technology in delivering training, technical assistance, and resources, as well as in the development of a communication and information network. Representatives from the three companies were appointed to the project's advisory group and became liaisons between the businesses and the partnership. During the first 2 years of the project, their participation was consistent; however, over the remaining 3 years, relationships and communications with these partners became less dependable. Changes of personnel occurred frequently, and it was difficult for the business partners to maintain an interest in the project. Once the business partners were involved in a few planning meetings, their interest seemed to wane. They seemed to prefer fairly intense participation over a short period of time, and became less interested as time passed.

Components of the NC PTS

NC PTS was organized into five distinct components:

Professional Development for General Education Teachers;
Professional Development for Special Educators;
Professional Development for Educational Leadership Staff;
Technology-Based Technical Assistance & Resource System; and
Evaluation of Special Education Programs.

A management component provided overall administration of the program. The partnership activities involved in each of these components and their impact are described later.

Management and Decision Processes

The NC PTS Advisory Board met nine times during the 5 years of the project, but members communicated frequently with the NC PTS core staff and partnership members. Board members also played major roles in many of the NC PTS planning, development, and training meetings and workshops. Board membership expanded and changed during the project and included administrative and management representatives from all the major NC PTS partners. The purposes of the Advisory Board meetings included partnership planning of NC PTS activities, review of activities and accomplishments along with feedback and recommendations, establishment of partnership commitments, and provision of clear communication among the partners.

The core staff of the North Carolina Partnership Training System included:

Project Director;
Coordinator of the Leadership Training;
Technology Coordinator;
Instructional Design and Publications Coordinator;
Technical Assistance and Resources Coordinator;
Office Manager/Secretary; and
Program Assistant.

In addition to the core staff at UNC CH, the Director of the Division for Exceptional Children and the Coordinator for CSPD in the NCDPI played a major role in the core work of the project.

Development of a Statewide Professional Development System

NC PTS Goals 1, 2, and 3 addressed establishment of comprehensive, statewide professional development systems for classroom teachers, special education teachers, and leadership personnel. Each of these components involved planning, program and materials development, implementation and field-testing of procedures and materials, and impact evaluation of development efforts. These activities were designed to move the state toward an integrated preservice and inservice comprehensive personnel preparation program for classroom teachers, special education teachers, and leadership personnel.

Professional Development for General Education Teachers

This component represents the major effort of the NC PTS Partnership: ensuring that all classroom teachers have skills to teach students with disabilities in their classrooms. Over the 5 years of the project, a sequential series of events were planned and implemented to develop training procedures and materials, implement pilot training, revise training and materials, provide revised training and field-testing, and, finally, submit the plans to NCDPI to integrate into its new State Improvement Plan.

During the first 2 years of the program, partnership members developed competencies, objectives, content, and resource materials for a comprehensive training program for classroom teachers. A clinical teaching approach to instruction was adopted for use in the training program (Lerner, 1996; Hallahan, Kauffman & Lloyd, 1996) requiring training participants to develop a portfolio of classroom products and artifacts to demonstrate ability to:

gather information about identified students;
gather additional classroom assessment information;
develop a profile of the identified students' strengths and needs;
develop an instructional plan for classroom accommodation and modifications;

implement the plan and provide reflections on the effectiveness of the accommodations and modifications; and

measure the progress of students.

During the second and third years of the project, training procedures and materials were developed along with a portfolio system for evaluating each of the tasks in the clinical teaching sequence. During summer 1994 and spring 1995, the five active university partners worked to deliver two 3-credit teleclasses that interacted with five teleclass sites across the state. Approximately 45 teachers participated in the first teleclass and 70 in the second across four different regions of the state. Each teacher was required to complete a series of portfolio projects with students having identified disabilities in his or her classroom.

To provide access to training to a larger number of teachers, a training-to-train model was initiated.

Although the teleclasses were successful in improving teacher competencies, participants had to have access to a properly equipped classroom. To provide access to training to a larger number of teachers, a training-to-train model entitled *Special Needs, Special Teaching* was developed to reach more classroom teachers across the state. During the fourth year of the project, the resource materials grew to include a training guide and resource manual for trainers, a resource manual for teachers, a multimedia resource program, and a hands-on classroom portfolio system. During the last year of the project, approximately 25, three-member teams from local education agencies across the state were trained. A number of those teams initiated training in their districts during 1996-1997. Other teams will initiate training during the 1997-1998 school year.

Professional Development for Special Educators

Efforts to improve personnel development opportunities for special education teachers included development and field-testing of field-based training procedures and materials. These procedures provided practicing special education teachers with access to training for certification to teach students with disabilities, and assisted NCDPI in developing a 5-year CSPD action plan.

During the first 2 years of the project, partnership members developed competencies and content needed to improve the quality of special education teachers. These competencies were incorporated into the Triangle Hub Partnership

Training System's certification program for teachers of students with specific learning disabilities, an OSEP-funded program designed to be integrated with the NC PTS partnership. This model special education certification program involved approximately 80 participants in the state's Triangle Region and approximately 20 teachers in the northeastern region. During the last 3 years, the training was replicated in the northeastern region of North Carolina, a rural area with limited education resources and access to preservice training.

This component of NC PTS represented a major effort to pilot a combination of preservice and inservice training allowing practicing teachers to receive university credit and certification in special education. The culmination of this effort was a statewide distance education plan, using the partnership planning mechanisms and the results of the pilot certification efforts. Developed cooperatively with the NCDPI, UNC-Charlotte, UNC-Greensboro, UNC-Wilmington, UNC-Chapel Hill, Appalachian State University, Elizabeth City State University, and Western Carolina University, the plan was submitted to and funded by the U.S. Department of Education. The distance education training will be integrated into the new North Carolina State Improvement Plan for Personnel Preparation.

During the last 2 years of the project, the partnership worked closely with NCDPI to develop a comprehensive, 5-year CSPD action plan. This effort was closely coordinated with the Comprehensive Planning Consortium for Special Education (CPC), a statewide University of North Carolina consortium that included all UNC campuses providing professional training in special education. The partnership, CPC, and the NCDPI developed a plan for comprehensive statewide certification programs.

Professional Development for Educational Leadership Staff

During the 5 years of the NC PTS partnership, the leadership training component provided workshops and resources for principals, special education administrators, and other personnel in the public schools. During the fourth year of the project, the NC PTS and the Department of Public Instruction developed training and certification plans and procedures for special education service administrators. Training objectives, content, and procedures were established as was a preliminary plan to train uncertified special education administrators in public schools. During the final year, the partnership worked with the School of Education to allow

individuals enrolled in leadership training programs to receive training and certification as administrators of special education services.

Technology, Technical Assistance, and Resource System

For the first 3 years of the project, technical assistance was provided directly to partner schools and agencies through annual staff development institutes and on-site technical assistance to nine elementary schools in the partnership school systems and three elementary schools identified as "model service delivery schools." To leverage the resources available through NC PTS, informational technical assistance was provided electronically during the third year of the project. An NC PTS Web site on the World Wide Web was established. The Home Page can be accessed at http://www.unc.edu/depts/NC PTS. The site has information about NC PTS course work, resources, and publications. Resources will continue to be provided over the Internet after the fifth year of the project through the LEARN North Carolina Web site developed by UNC-CH, http://www.learnnc.org.

During years 4 and 5 of this 5-year project, the partners were trained to use the Internet for teacher-to-teacher sharing of resources. Approximately 40 teachers from the partner schools systems were trained in use of a lesson plan sharing system, PlanIT Teacher, developed by Morgan Media in British Columbia. This program allows teachers to post lessons and other information on the Internet.

Evaluation System for Special Education Programs

A general plan for a research and development program was included in the original plan for the NC PTS. Represented in the sixth program goal, this plan was refined during the first year of the project to focus on identifying program outcomes and results in response to nationwide efforts to provide a public school accountability system.

The NCDPI and NC PTS, along with input from other partners, applied to the U.S. Department of Education for funding to study the feasibility of establishing a statewide evaluation system to determine the year-to-year effectiveness of special

education programs in North Carolina. The project was funded through a grant to the NCDPI and implemented through UNC-CH and NC PTS.

As a result of the study, the NCDPI was awarded another 2-year grant to continue developing a model for special education program evaluation at the district level. The study was conducted through UNC-CH and the NC PTS. Five school systems (Cumberland, Granville, Guilford, Johnston, and Pasquotank) participated in the study and were involved in gathering student data across participation, enabling skills (i.e., personal skills involving responsibility, task closure, organization, interpersonal skills, etc.), academic, and postschool outcomes. NC PTS assisted with the staff development aspects of the two studies training teachers and administrators in the five systems to implement evaluation procedures. During 1995–1996, staff development workshops were held at each participating school systems and data were collected on approximately 1,000 students with specific learning disabilities, severe impairments, or emotional/behavioral disorders. In addition, data on enabling skills was collected on nondisabled students to provide a comparison group for this new area of outcomes. The final report included the recommended special education program evaluation model and procedures.

Impact on Personnel Preparation

The primary mission of the NC PTS project was to improve the quality of instructional services for students with disabilities through informed and improved personnel development for general educators, special educators, and leadership personnel in the public schools. This section will address the extent to which this mission was met. It is important to note that the project did not seek to restructure the delivery of educational services to students with disabilities, but rather to restructure and improve the personnel preparation and staff development efforts in North Carolina by planning and piloting a comprehensive system of (a) continuing staff development for general educators, (b) preservice training and certification for special educators, and (c) preservice and inservice training for leadership personnel in the public schools. From conceptualization, NC PTS saw its mission as much more than a planning process. Its task was to employ a program development model to plan, develop, field-test, and disseminate restructured approaches to personnel preparation.

Were the NC PTS mission and seven goals accomplished? Has the project had an impact on these areas of personnel preparation? As difficult as it is to measure the effects of intervention, it is even more difficult to evaluate the effectiveness of model teacher personnel preparation programs and, in particular, predict the long-range effects of these programs.

The chain of presumed events that occurs in personnel preparation includes:

1. The personnel preparation program has a positive effect on the teachers;
2. The teachers, in turn, have a positive effect on the instruction and the learning environment; and
3. The teachers' and/or administrators' impact on the learning environment is assumed to have a beneficial impact on the students who receive instruction.
4. The personnel preparation initiatives planned, developed, implemented, and evaluated by the partnership will have a long-term impact on the availability and quality of personnel serving students with disabilities.

The NC PTS evaluation plan involved a three-level evaluation design that included: documentation of project activities and events, impact as measured by the partners' and participants' perceptions of the effectiveness of the project's activities, and impact as measured by changes in partners' and training participants' skills and knowledge.

Across the 5 years of the project, a number of evaluation activities were conducted to measure the effectiveness of the project across these three levels, or types, of evaluation information. Table 1 presents a summary of the evaluation information collected and is followed by a discussion across the three levels of the evaluation information.

As can be seen in Table 1, documentation information was collected across all components. Training and technical assistance products were also developed in each component and these products are listed in the next section. Partners' perceptions of the effectiveness of training events, including staff development institutes and training workshops, were obtained through the use of rating scales and qualitative feedback after these events. Partners' perceptions data were collected after most of the large, formal training events. Perception data were collected 12 times during the 5-year period. Impact data focused on the impact of

the training on general and special education teachers and were collected three times. These data were collected to assess the extent to which change occurred in the knowledge or skills of participants, as a result of the personnel preparation event.

Table I. Summary of NC PTS Evaluation Information

NC PTS Component	Level I: Documentation		Level II: Partners' Perceptions			Level III: Change in Knowledge/Skills		
	Evidence	Products	Events	N	Results	Events	N	Results
General Education Teachers	Yes	Yes	4	205	++*	1	39	++
Special Education Teachers	Yes	Yes	1	19	++	2	74	++
Leadership Personnel	Yes	Yes	**	--	--	--	--	--
Technical Assistance	Yes	Yes	7	355	++	--	--	--

* ++ = 75% or more of participants ratings in two highest positive categories
** Approximately 10% of TA participants consisted of leadership personnel

Level I: Documentation of the Program Activities

To document the project's activities, information was routinely collected to verify that the approved work scope of the project was implemented.

Professional Development for General Education Teachers

Partnership activities have resulted in training of classroom teachers to provide effective instruction for students with disabilities, and a set of procedures and training materials that have been field-tested, revised, and evaluated by the teachers and school systems using the program. Impact data on children were not collected; however, impact data on teachers in terms of improvement of teaching skills and abilities with students with disabilities and their belief that the training was effective as expressed by their satisfaction with the content, procedures, and results of the training are available and positive. Examples of these evaluation efforts can be found in the section on impact in this chapter.

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Professional Development for Special Education Teachers

Because of the growing costs of training and the need for good stewardship, North Carolina is downsizing its teacher education programs. Unfortunately, the number of students with disabilities and the need for teachers with diverse capabilities is growing. Thus, the need for statewide coordination and leveraging of resources and faculty across the state is critical. Both the 5-year Comprehensive System of Personnel Development (CSPD) Action Plan and the statewide distance education certification plan call for the competencies, objectives, and training materials and procedures developed by partnership to be incorporated into the new North Carolina State Improvement Plan required by the 1997 reauthorization of IDEA. As stated earlier, data on the actual impact on children with disabilities were not collected; however, data on the impact on teachers are available and positive. Examples of these evaluation efforts are presented in the impact section.

Professional Development for Educational Leadership Staff

The partnership assisted the NCDPI in the development of an inservice training plan leading to certification for new administrators of exceptional children's programs. These plans have been initiated by the NC DPI and will continue under its direction. In addition, the NC PTS has developed a plan to integrate special education content into the master of school administration (MSA) degree program in UNC-CH's School of Education, which will allow students enrolled in the MSA program to minor in special education services. Dr. William Malloy, Coordinator of the leadership component of NC PTS and a special educator, has been appointed chair of the Educational Leadership Program in the School of Education, which will assure the continuation of this program.

Technology, Technical Assistance, and Resource System

Perhaps the greatest impact of NC PTS's technology component was the result of joint planning conducted with Guilford County Schools. During the fourth year of the project, OSEP Partnership Program Officer, Betty Baker, informed NC PTS staff of the technology funding opportunities available from the U.S. Department of Education through the Technology in Education Challenge Grant Program. NC PTS staff met with Guilford County Schools' leadership staff to develop an application for the Challenge Grant Program. The resulting project received 5 million dollars over 5 years and now operates in 5 school systems in the state's north central region. The mission of the project is to improve the basic skills performance of at-risk students, including students with disabilities, through use

of technology. Although the grant does not ensure continuation after 5 years, the school systems involved have every intention of continuing the program indefinitely.

As indicated in Table 1, staff development and technical assistance products were developed by each component of NC PTS.

Evidence and Products

Training products produced by the general education personnel preparation component consist of training materials developed to provide support resources for the comprehensive, statewide approach to staff development for regular classroom teachers developed by NC PTS. These materials have been field-tested, and teams of educators have been trained to use the materials in support of training teachers at the LEA level. The materials have been made available to the Exceptional Children's Division of the NCDPI.

During the last 3 years, 20 teachers were trained in a replication of the program in the northeastern region of North Carolina, a rural area with limited education resources and access to preservice training.

Products developed as an outcome of the special education personnel preparation component will be instrumental in supporting the continuation of a Comprehensive System of Personnel Development (CSPD) for preservice special education teachers. These products include a 5-year CSPD Action Plan and the plan for a statewide distance education program for certifying teachers to teach students in the areas of behavioral and emotional disorders and specific learning disabilities. In addition, in cooperation with the Triangle Hub Partnership Training Project, a collaborative project funded by the U.S. Department of Education, a series of course manuals with support materials for preservice courses, were developed to support course offerings at the university level.

The technical assistance component produced a series of topical reports to be used for inservice training for all three target groups general classroom teachers, special education teachers, and leadership personnel. The special education program evaluation component, a collaborative activity with the NCDPI, produced final reports on studies conducted in partnership with five public school districts. These reports provide recommendations for establishing comprehensive program

evaluation systems to measure the effectiveness of special education services at the LEA level.

Level II: Impact as Measured by Partners' and Participants' Perceptions

At the end of many of the project's training events, the participants involved were asked to evaluate the event in terms of quality and the potential for lasting impact on the skills and knowledge of the participants. Participants' perceptions data were collected for four general education personnel preparation events, one special education personnel preparation event, and seven technical assistance component training events. It should be noted that the goals of the technical assistance training events overlapped with the goals of the general educators, special educators, and leadership personnel preparation components of the project. Participants from all three groups were involved in training.

Evaluation data collected pertaining to the partners' and or participants' perceptions of the quality and effectiveness of training proved to be very positive. All events resulted in rating in the two highest possible categories (on a 4-point or 5-point rating scale) by 75% or more of the participants.

Level III: Impact as Measured by Evidence of Change in Partners' Knowledge and Skills

To investigate the extent to which participants' knowledge and skills were changed, two types of data were collected three times during the project: change in knowledge and change in skills. Project efforts to develop training for general education teachers included implementation and field-testing of training developed through the use of technology. Two teleclass courses, introduction and methods, were given at several sites. Pre- and posttest and portfolio evaluation procedures were used to determine impact on particjpants' knowledge and skills. These data indicate significant gains in knowledge and skills as measured through portfolio evaluations.

During the second year of the project, pre- and posttest evaluation procedures were used to determine the extent of knowledge and concepts gains by participants in the

preservice certification program for special education teachers. Both groups of participants made impressive gains in content knowledge. It was interesting to note that, in the Triangle region, participants demonstrated higher knowledge mean scores on both the pre- and posttest while the participants in the northeastern replication site attained greater gains their scores even though their pre- and posttest mean scores were both lower.

The Instructional Environment Scale (TIES) developed by Ysseldyke & Christenson (1987) was also used to gather impact data on participants' performance in classroom instruction. TIES is an observational instrument that permits gathering information on the use of effective teaching principles in the classroom. Observational data were collected on a sample of 13 participants in the preservice certification program during Fall 1995. Observational data were collected again in late spring 1996, at the end of the school year. Data indicated that the participants as a group made gains in each TIES instructional environment observation component. The largest of these were in providing a cognitive emphasis during instruction, evaluation of student progress, adapting instruction to student's needs, and instructional planning. The smallest were in measuring impact on instructional environment, amount of academically engaged time, use of motivational strategies during instruction, and developing student understanding during instruction.

Evaluation of the Effectiveness of the Partnership

In summer 1997, an impact questionnaire was sent to individuals at the participating partnership agencies who had been involved in the NC PTS activities for several years. The questionnaire addressed the eight characteristics of effective educational partnerships established by NC PTS. The results of the survey appear in Table 2.

Survey results indicated that the means for all eight ratings were above the 4.5 level on a 5-point rating scale. The range of .2 mean score ratings across the 8 criteria is small and may indicate that the judgments of participants in a partnership generalized across the criteria areas. These ratings suggest that individual members of the partnership believe the processes employed by NC PTS met the criteria for effective educational partnerships.

Table 2. Partner Ratings of Extent to Which NC PTS Met the Criteria for Effective Educational Partnerships*		
Characteristic	**Item**	**Rating**
Trust	NC PTS developed mutual trust and respect among partners.	4.58
Parity	NC PTS involved a variety of partners in the development, implementation and evaluation of programs/activities.	4.[illegible]
Common purposes	The partners shared the purposes of the NC PTS project.	4.58
Shared Governance	The NC PTS staff and partners worked together to improve and provide staff development plans and activities. The NC PTS activities and institutes were well-organized and provided for a more effective partnership for all members.	4.66
Shared Resources	NC PTS provided resources to assist the partners' involvement in the project.	4.56
Community Networks	NC PTS provided opportunities, through meetings, training, and institutes, for partners to meet and develop working relationships. Advocacy groups were well-represented within the NC PTS partnership.	4.63
Knowledge Base	NC PTS used an informal base of knowledge of best practices and research as a foundation for the partnership activities.	4.61
Evaluation Plan	NC PTS used a variety of evaluations to determine if specific content and program goals/ objectives were met.	4.62
* Ratings: Very Satisfied = 5, Satisfied = 3, Not Satisfied = 1		

Barriers to the Partnership Process

When reflecting on the relationships among partners, the roles of the partners and partners' willingness to commit time and energy to attaining the goals of the project, a number of reflections and observations can be made. These observations are organized across the topics of organization, management, and planning; goals, content, and delivery of training; and products and continuation.

Organization, Management, and Planning

• **Trust Relationships**

The most successful "partnershipping" appeared to be facilitated by prior rapport and trust among individuals representing agencies rather than formal relationships established among agencies. The NC PTS partners were selected from each of the "stakeholder" constituencies: state and local education agencies, parent and teacher advocacy organizations, businesses, and relevant professional consortia. The partnership was energized by commitment of individual people to the success of the project, not by formal commitments of organizations.

The strength of this approach can also be a barrier. The NC PTS partnership did not execute official written agreements with each partnership organization. When the partnership needed to extend the commitment to the partners' organizations, this lack of formal organizational commitments appeared to be a barrier. Thus, it is important to establish an official relationship among the partner organizations to ensure that the commitments extend beyond the partners' personal trust relationships.

Recommendation: Build partnerships on existing trust relationships among stakeholder constituency and use these to gain written partnership commitment from each participating organization. However, do not neglect the power of individual commitment.

• **Shared Governance and Resources**

The visibility and cooperation of the Exceptional Children Division of the Department of Public Instruction were extremely helpful. As LEAs involved in the partnership became enthusiastic and positive about the successful experiences in which they were involved, the SEA's commitment to the partnership became even stronger.

Recommendation: Agencies with legislative or other mandates to provide leadership must be given leadership roles in the partnership to ensure their policy and legislative support.

Goals, Content, and Delivery of Training

• Common Purposes, Parity, and Knowledge Base

Differences in purpose and knowledge base existed among the stakeholder constituencies. The most successful activities of the NC PTS project were the planning, development, field-testing, and dissemination of the inservice training program for general classroom teachers. All partnership members shared this goal enthusiastically. Although the other components of the partnership had the support of most partners, not all embraced the goals and content of training.

One significant barrier to successful partnering grew out of different professional philosophies regarding effective instruction for students with disabilities. University partners tended to base their beliefs on results from controlled research studies while SEA and LEAs appeared to give more weight to what has worked for them in the past. Parent advocates based their beliefs on the school experiences of their children. Lack of consensus across partners involved such topics as the amount of specialty training needed to work with students with different types of disabilities, the extent that inclusion works for all students with disabilities, the extent to which individual intensive instruction involving different settings and specially trained teachers is needed, and the importance of programs for students identified as having Attention Deficit Disorder (ADD) or Attention Deficit Hyperactive Disorder (ADHD).

An educational partnership should develop a common knowledge base about what works in providing effective instruction for students with disabilities.

Recommendation: The partnership should establish a process to ensure that all constituencies have parity in the decision-making process. Parity can be, and often is, manipulated through developing partnerships of like-minded participants or by selecting individuals from stakeholder organizations who do not necessarily reflect the beliefs of the majority of that constituency. An educational partnership should develop a common knowledge base about what works in providing effective instruction for students with disabilities. This should be done early in the partnership process, through informed literature reviews and consultation with professionals who understand research and best practices.

Sustainability, Products, and Continuation

One of NC PTS' major successes was the development and dissemination of personnel preparation products that can continue to provide a comprehensive, statewide system of personnel development. The emphasis of the project was on the development of models for that purpose. Factors contributing to this success included decision making by all members of the partnership, and participation of partners in the training product development process and in field-testing and revising the products.

A potential barrier to product development is the tendency to put too much time and effort into the planning process and not enough on product development. Process activities and product development activities need equal time if the partnership is to be successful in developing new models and disseminating these models.

Future Directions: Recommendations for Next Steps

The next step is to ensure that the plans and procedures developed through the partnership are included in the new state improvement plan for personnel preparation in North Carolina, as requested in the 1997 reauthorization of IDEA. Developing the state improvement plan will begin in December, 1997. NC PTS has been meeting with staff of the Exceptional Children's Division of the NCDPI to ensure that personnel preparation procedures and products developed through the partnership will be incorporated into the planning process for the state improvement plan. The NCDPI will continue the partnership efforts initiated by NC PTS to provide a comprehensive system for training classroom teachers to teach students with disabilities. The training-to-train process and the training procedures and materials developed and field-tested by the partnership will be incorporated into state-level planning for the development of North Carolina's State Improvement Plan to be implemented in response to the 1997 reauthorization of IDEA, the Individuals with Disabilities Education Act (P.L. 105-17). The partnership has been instrumental in preparing North Carolina for this next step in the development of a comprehensive system of professional development to improve the quality and implementation of special education services.

A 1997 letter from Lowell Harris, Director of the Exceptional Children's Division of the NCDPI, quoted below, demonstrates the state department's commitment to continue the personnel preparation work initiated by the NC PTS partnership.

> The Division will involve you and other members of the NC PTS partnership in the planning for the North Carolina State Improvement Plan in response to the reauthorization of IDEA. The work of the NC PTS partnership will be reflected in the new plan. The development of the State Improvement Plan will require a planning process involving stakeholders from many different agencies across North Carolina. The professional development programs developed through the NC PTS will be included in this process. In fact, the NC PTS efforts place us in an excellent position to develop one of the best State Improvement Plans in the country. The partnership experiences and the training models developed give us a head start on planning process.

We anticipate that the State Improvement Plan will reflect the work of the NC PTS partnership in the following areas:

1. The Special Needs, Special Teaching Training-to-Train model developed by the partnership has proved to be very popular with the LEAs. We anticipate that this model and the materials developed and evaluated through the partnerships efforts will be reflected in the North Carolina Plan.
2. Continuation of the efforts to develop a model for a statewide comprehensive training program for special education teachers has been ensured through the new Distance Education Training Program funded by OSEP. This will allow the five universities involved in that effort to join forces with us in putting in place a truly comprehensive system for the preparation of high-quality special education teachers across the state.
3. The partnership's efforts in the development of a model for special education program evaluation has already borne fruit. We have initiated a continuation of the planning process to put into place an alternate evaluation system for students with disabilities who are exempted from the state testing program. The cooperative work between NC PTS and the Division for Exceptional Children has been instrumental in moving that process to its present position. We will continue to use the information generated from that effort in the development of the our long-range plans.
4. Two of the Division's long-range plans were facilitated immensely by the NC PTS partnership. The CSPD Five Action Plan will be used as the basis for the development of the new State Improvement Plan. We will also

incorporate into the State Improvement plan the results of the partnership efforts in assisting with the development of a professional development plan for Administrators of Special Education Programs.

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Cross-Case Analysis of the Professional Development Partnership Projects: Themes and Issues in Developing Partnerships to Enhance Professional Development

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This chapter synthesizes the information obtained from the five Professional Development Partnership Projects (PDPs) in order to identify cross-project themes and issues related to partnership development. The five PDP projects used collaborative partnerships to provide various preservice and inservice professional development activities to professional and paraprofessional service providers working with children, youth, and adults with disabilities. The findings presented were derived from an analysis of the individual case studies developed by each of the five projects and from an evaluation of the projects conducted by independent consultants. The lead author reviewed the written information from the various sources to develop this chapter.

The chapter is organized around four major topics: Overview of Projects; Project Design, Implementation, and Impact; Framework for Developing Partnerships; and Implications for Sustainability and Future Partnerships. The first section provides a brief overview of the five projects and their commonalties and variations. The second section analyzes the various processes and strategies that the five projects engaged in as they implemented their models. It also presents the impact of the project as defined through the evaluation and individual case studies. The third section presents information about the five projects within a conceptual framework of collaborative partnerships as defined by Karasoff in Chapter 1. This section compares and contrasts features of individual projects with those identified in the literature as critical to developing lasting collaborative partnerships. The final section summarizes the information from the analysis and multi-year comprehensive evaluation and draws implications for sustainability and development of professional development partnerships.

Overview of Projects

The Professional Development Partnership (PDP) initiative was intended to stimulate the development of collaborative partnerships among diverse agencies and institutions to promote quality professional development. While living up to this

intent, the five funded PDP projects differed in a number of ways, all of which influenced the choice of partners, activities, and impact. For example, four of the projects were awarded to universities—San Francisco State University (SFSU), University of Illinois at Champaign-Urbana, City University of New York (CUNY), and University of North Carolina at Chapel Hill (UNC CH). The fifth award went to a state education agency—Kansas State Department of Education (KSDE) specifically to the Special Education Outcomes Team of the State Board of Education.

The projects also differed in focus. California emphasized the restructuring of graduate professional education at SFSU to create a cross-discipline curriculum designed to prepare professionals to work collaboratively in a variety of human service settings. The system of higher education institutions offering graduate education was the target of change, and the project activities focused on establishing new organizations and structures across departments as well as curriculum and practicum development.

In Illinois, systemic change targeted early intervention and involved state-level policies and practices. Partners included numerous field-based agencies and organizations that provided training to early intervention personnel leading to a newly-established credential in early intervention. Professional development opportunities were very diverse, reflecting the diversity of the partners (e.g., IHEs, and community-based direct service agencies) and strategies (e.g., tuition reimbursement, in-service summer training, field validation of performance tasks, portfolio reviews, and staff mentoring). The project also sponsored numerous activities designed to encourage faculty to expand existing courses to encompass early intervention content, and to develop new specializations in early intervention work in the disability field.

The Kansas PDP project was part of the state's Goals 2000 initiative, which focused on systemic reform including developing curricular standards, assessments, and increasing accountability. These reform policies were supported by new statewide teacher certification policies. The project was linked to a variety of initiatives supporting a new state-mandated school accreditation policy and the new state license and certification requirements affecting both general and special educators. In keeping with Goals 2000 capacity-building model, the PDP project was administered as part of an overall systems change initiative to avoid fragmentation. Partners were defined by the larger state systemic reform effort. Awarding

subgrants or minigrants, also a Goals 2000 strategy, was used as a primary strategy of the project. These minigrants were awarded to a number of colleges and universities in Kansas and in nine surrounding states which are part of a multistate consortium. Specific activities within these institutions of higher education (IHEs) varied, but they all supported the new certification requirements.

The PDP project in New York supported an existing, extensive program designed to provide higher education and career advancement opportunities for direct care workers who serve individuals with developmental disabilities. The project was awarded to the City University of New York (CUNY), but involved a larger consortium of state and city colleges and universities that had been organized since 1990. The PDP project provided incentive grants to state and city colleges to develop and expand available programs and coursework in the disability field. Some project funds also were used to provide financial aid and mentoring for selected students as an extension of a Kennedy Fellows Program established in conjunction with private foundation funding.

In North Carolina, the PDP project was awarded to the Department of Special Education at the University of North Carolina-Chapel Hill to improve the skills of educators and administrators to work in inclusive education environments. A major impetus for the project was statewide legislation requiring all teachers to develop competencies to work with students with disabilities in general education classrooms. The targeted changes required actions on the part of the state institutions of higher education and the North Carolina State Department of Public Instruction. Additional partners included several private technology firms. A wide spectrum of activities was undertaken, but the major project components focused on creating competencies for educators working in inclusive educational settings, providing a variety of workshops and summer institutes for teachers and administrators, and developing a multimedia CD-ROM that could be used to provide training in more isolated areas. An ultimate goal of the project was to create a coordinated network of professional development opportunities in the state that could provide a more seamless and flexible set of professional development activities.

Design, Implementation, and Impact

Despite the obvious differences, it is clear that all five projects were extremely ambitious. Not only did each project establish new working partnerships, but each also provided or facilitated extensive direct training to a number of individuals. Each of the two goals, partnership development and providing professional or preprofessional education, requires major commitments of time and resources. Nonetheless, the projects were obligated to undertake both in a limited period of time. How the various projects interpreted the legislative objectives and designed and implemented activities varied, in most cases, as a result of the diverse individual project goals. For example, the five projects varied in terms of their designs, implementation activities, and primary impacts. These elements were designed by seven factors: mission, target audience, impetus, emphasis, focus of resources, and primary impacts. Variation across these elements is indicated in Table 1.

Project Design

Each of the five projects was designed to meet unique locally-defined needs within similar resource and time constraints (see Table 1). An overarching design principle among the projects was the choice of a depth versus breadth strategy. That is, those projects attempting to fill major immediate personnel supply needs in a given area (e.g., Illinois and North Carolina) were designed to achieve broad impact through a variety of direct personnel development activities which were guided by specific competencies. The Kansas and New York projects also were designed to achieve broad impact. However, increasing the quantity of personnel was not as central as changing the context, content, and availability of professional education opportunities. Using incentive grants to promote broad impact permitted, but did not control, variability in content, scope, and direction of the various coursework or other training activities. In contrast, California's focus was on developing a comprehensive model for cross-discipline graduate training that produced a new type of human services professional. It began with intensive curricular design at one institution. While a depth versus breadth strategy does not reflect on the quality or impact of a project, it did shape the choice of partners and strategies.

Table 1: Features of Professional Development Partnership Projects

Project Components	California *Integrated Services Specialist (ISS) Program*	Illinois *Partnership Training for Early Intervention Services (P*TEIS)*	Kansas *Kansas Project Partnership (KPP)*	New York *New York State Consortium for the Study of Developmental Disabilities*	North Carolina *North Carolina Partnership Training System for Special Education (NC PTS)*
DESIGN					
Mission	Preparation of current professionals from a variety of disciplines to work in collaborative human service delivery settings	Creation of credentialing process for early intervention personnel and development of related professional development opportunities	Increased quality of personnel training for individuals working with students with disabilities through restructuring of existing and future personnel preparation programs	Provision of higher education and career advancement opportunities for direct care workers	Improving skills of regular and special educators and administrators to work in inclusive educational environments, using technology to enhance staff development opportunities and activities
Target Audience	Current workers in various human services disciplines (e.g., education, health, social work, mental health)	Current and future early intervention personnel	Personnel preparation programs	Personnel preparation programs Direct care workers providing services to infants, children, and youth with disabilities and their families	Regular educators, special educators, school and district leadership personnel
Motivation	Statewide Healthy Start legislation requiring new practitioner roles	Statewide adoption of early intervention credentials	Desire for increased focus on inclusive education practices to meet diverse student needs	Revealed status of direct care workers and quality of direct care services	Enacted legislation requiring all teachers to develop competencies to work with students with disabilities in regular classrooms

Table I: Features of Professional Development Partnership Projects

Project Components	California *Integrated Services Specialist (ISS) Program*	Illinois *Partnership Training for Early Intervention Services (P*TEIS)*	Kansas *Kansas Project Partnership (KPP)*	New York *New York State Consortium for the Study of Developmental Disabilities*	North Carolina *North Carolina Partnership Training System for Special Education (NC PTS)*
ACTIVITIES					
Emphasis	Direct services	Direct services/Systems change	Systems change	Systems change	Direct services
Major Use of Funds	Participant stipends	Credentialing process, college/university program development, and professional development	Incentive grants to IHE faculty	Incentive grants to IHE faculty	Inservice professional development activities
Secondary Use of Funds	Networking with other California State University institutions on interprofessional education programs	Faculty development	Subgrants to IHEs within a Midwest Consortium of States	Financial aid and mentoring for selected Kennedy Fellows (direct care workers currently enrolled for at least six credits in a disability-related degree program at CUNY or SUNY colleges)	Technical assistance to develop model programs, support of outcomes evaluation project

Each project targeted a completely different group of participants, based on the group's unique mission. Only one project (North Carolina) focused exclusively on educators. Target audience was dictated by local needs and contexts. Underlying the design and choice of partners were policy and fiscal factors that provided an impetus for the development of new approaches to professional and preprofessional education.

Project Activities

Project activities are defined in Table 1 as emphasis and focus of resources. Activities reflect the depth versus breadth orientation of the projects. For example, three projects used resources to directly provide professional development through a variety of strategies and options, some of which were suggested by the authorizing legislation. These included providing release time for faculty and staff, career development mentoring, and tuition reimbursement. The projects in Illinois and North Carolina also provided numerous workshops, institutes, and courses.

In Kansas and New York, the specific types of activities or experiences provided directly to target individuals were not prescribed by the project. Minigrants supported the development of new coursework and, in the case of Kansas, stimulated collaboration among individual general and special education faculty members, but the content and specific strategies or experiences offered in those courses were largely controlled by the participating institution.

All of the projects used PDP funds to leverage some outside resources to stimulate change or activities. However, it is never clear how much other funding supported any of the project activities. For example, minigrants provided some faculty release time and other resources, but were not intended to cover the entire costs associated with coursework development or maintaining a new curriculum. In Illinois and North Carolina, both of which had strong ties to statewide CSPD initiatives, state resources complemented and extended other professional development activities.

Primary Impacts

Given the diversity of the projects reported, impacts differed, making it difficult to compare projects. For example, it is difficult to make meaningful comparisons of California's project, which created a new graduate program and credentials and graduated 72 students, with Illinois' project which awarded 2,800 credentials to individuals. Yet, the California project did not have less of an impact than Illinois solely because it provided training to fewer individuals.

All of the projects expanded professional development opportunities for those who work with individuals with disabilities, at least during the duration of the project, and all five projects increased collaboration or strengthened existing working relationships among a number of agencies and organizations. For example, in Illinois, new working relationships were formed among those in the early intervention field. In New York, expanded relationships were established among those employing and educating direct care workers.

In terms of increased professional development opportunities, all five projects had significant impact in their states. A brief review of the individual case studies provides evidence of the numbers and types of preprofessional or professional development activities, including in some cases the number of participants. The North Carolina case study indicated 16 meetings, workshops, or similar events were conducted as part of the component of their project that addressed the implementation of a statewide professional development system for classroom teachers. The project reports that 541 teachers, state partners, LEA representatives, and other leadership personnel participated in these events. In New York, more than 600 paraprofessionals completed certificates at 11 institutions of higher education by fall of 1997. California created a new graduate program and certificate, graduating 72 students. Illinois awarded early intervention credentials to 2,800 individuals. During the 5 years of funding, the Kansas project impacted 8 IHEs within the state alone. Activities varied across institutions, sometimes involving whole college departments in redefining core curriculum while in other places targeting individual faculty. The numbers of individual students whose training was impacted can be extremely large. While these data do provide important evidence of the degree to which individual projects met their goals, there is little evidence of direct impact on how effective the project has been in improving actual skills or performances of teachers and other direct service personnel.

California, Illinois, and North Carolina did report evaluations on some of the personnel development offered by their projects through direct reporting of a sample of participants. However, the evaluations were mostly limited to participant satisfaction and perceived changes in knowledge. In addition, the Kansas project staff completed case studies of participating IHEs, including interviews with selected faculty to evaluate the extent to which general and special education collaborated.

At another level, impact can also be assessed by changes or revisions to structures within a "system." The targeted system differed among the projects. For example, Kansas and New York both engaged participants at top administrative levels from a number of IHEs across the state and region. The intent was to secure broad buy-in to the PDP goals and specific initiatives of each project. Similarly, Illinois and North Carolina had state-level involvement, but among a somewhat more focused and limited number of administrators. California had a much more targeted and local system, offered initially only at San Francisco State University. Only later were other California state universities brought into the project.

The question of whether engaging broad state leadership is a more systemic than vertical approach is only relevant within the context of the project's goals. As the New York project staff acknowledge in their case study, they wanted to build capacity quickly, defined as available coursework to support a new credential for direct care workers. The New York, Illinois, and California projects provide three examples of the approach and systems change. They needed top-level buy-in at a number of universities, and they needed broad service support. The project accomplished this through engaging, among others, highly placed administrators in the state higher education system. The Illinois project also had a similar type of systems impact. Certainly, the PDP project assisted in building state capacity to train early intervention specialists. Also, the creation of a competency-based credential for early intervention specialists represents a significant and enduring change in the system. Since not all of these "new" service providers will come from IHE programs, creating this capacity required a state training system that can provide a network of training activities.

In each of these instances, systems have been affected, and change will be durable at the organizational level. Contrast these interpretations of systems change with those in California. In that project, the intent was to provide a structured and formal interdisciplinary curriculum leading to a new graduate credential for a

human service professional. As anyone who has experienced the higher education system understands, a new curriculum and certificate can represent a significant change. Indeed, this vertical-level change may actually result in more lasting impact than an extensive horizontal approach. However, none of the projects chose exclusively horizontal or vertical systems change approaches, and the various project activities supported across the projects have affected individual participants; fostered development of collaborative groups; and resulted in new competencies, credentials, coursework, and other personnel development initiatives.

A Framework for Developing Partnerships

A central tenet of the PDP initiative, and one that distinguished this grant program from many others funded by the Office of Special Education Programs (OSEP), was the requirement that grantees form consortia or partnerships among public and private entities. The notion of partnerships is not new, but their use has become a recent, popular strategy for improving outcomes for children and families. The use of partnerships as critical change agents is founded on the notion that service providers can work better together than alone.

Each of the five projects interpreted the meaning of a partnership differently. The differences and similarities in interpretation are discussed below, using the critical dimensions of collaborative partnerships identified in Chapter 1. These dimensions are: impetus for establishing partnerships; cooperation; coordination versus collaboration; and critical features.

Why the Partnerships Were Created

According to Karasoff, "the basic premise of a collaborative partnership is the acknowledgment that working together is likely to produce better outcomes that acting alone." Further, partnerships may provide levers for change, reduce fragmentation in services or programs, and create a collective advocacy. Clearly, all of the PDP projects were influenced by one or more of these factors as they sought funding under the PDP priority. Yet, the degree of importance attached to any one factor differs across the projects. For example, as noted earlier, two of the projects (Illinois and North Carolina) had ambitious field-based training plans that were

broad in scope and required a number of individuals, organizations, and entities to implement. This required that a number of individuals and entities work together (as indicated in Table 2). The intent of these arrangements was more to maximize resources and opportunities than to systematically reduce fragmentation, produce change within the cooperating organizations, or advocate for new structures. For two projects (California and Kansas), the goal was to create new preprofessional opportunities that would prepare faculty as well as students to work more collaboratively. The impetus for the design of these two projects was to leverage change in existing training programs to advocate for new roles and competencies for individuals within traditional special education professions. In addition, the projects influenced to some degree, the structures and organization of participating departments. New York's project also intended to build a capacity to train direct care workers. However, to do so required involvement of higher education officials and some changes in organizational structures with IHEs.

These examples illustrate that the motivation for establishing a partnership can be complex. Furthermore, motivations change over time. Each project involved a variety of stakeholders who were initially central to meeting the locally established, individual project goals. While these goals did not change over time, in all five projects, individual and group members and their roles were modified during the five years in response to political, fiscal, or other circumstances. In some instances, changes in the political climate in a few states dictated changes in key stakeholders. For example, when a change in governorship resulted in changes in key leadership in and responsibilities of some New York agencies, other agencies became more active in finding resources and promoting the agenda of the consortium.

In all projects, partnerships were loosely formed during the proposal-writing process based on established working relationships. Initial partnerships were then adjusted to include more appropriate stakeholders or those that could respond to a very specific training need. Several project directors noted that the proposal-writing period (approximately 90 days) was not conducive to either identification of all stakeholders or formation of true partnerships. This is consistent with literature indicating that partnership formation requires identifying community representatives with a similar stake in outcomes and a sometimes lengthy trust-building period (Melaville & Blank, 1991). As motivation and need

Table 2: Members of PDP Partnerships

Partnership Members	**California** *Integrated Services Specialist (ISS) Program*	**Illinois** *Partnership Training for Early Intervention Services (P*TEIS)*	**Kansas** *Kansas Project Partnership (KPP)*	**New York** *New York State Consortium for the Study of Developmental Disabilities*	**North Carolina** *North Carolina Partnership Training System for Special Education (NC PTS)*
Lead Partner	San Francisco State University—Department of Special Education	University of Illinois at Champaign-Urbana—Department of Special Education	State education agency (Kansas State Board of Education [KSBE])	City University of New York (CUNY)—Central Office	University of North Carolina at Chapel Hill—Department of Education
Formal Grant Partners	Department of Special Education at San Francisco State University; California Department of Education; California State University-Fullerton	Department of Special Education at University of Illinois at Champaign-Urbana; Illinois State Board of Education's; Illinois University Affiliated Program at the University of Illinois at Chicago	Kansas State Board of Education	City University of New York; State University of New York; State Education Department; Department of Health, Office of Mental Retardation and Developmental Disabilities; Reaching Up; Joseph P. Kennedy Foundation	North Carolina Department of Public Instruction, North Carolina Central University, University of North Carolina at Chapel, at Charlotte, and at Greensboro, Cooperative Planning Consortium of the UNC, Charlotte-Mecklenburg Schools, Greensboro City Schools, Guilford County Schools, High Point City Schools, Orange County Schools, Apple Computer Corporation, Northern Telecom, Southern Bell, North Carolina Federation of Teachers, North Carolina Learning Disabilities Association

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shifted, so too did the degree to which the partnerships that were formed reflect collaboration versus cooperation or coordination.

Collaboration Versus Coordination or Cooperation

Karasoff makes a critical distinction between cooperative agreements, coordinating, and collaborative partnerships. Referencing other researchers, Karasoff defines *cooperative relationships* as characterized by (1) focusing on achieving individual versus mutual goals, (2) relating informally versus formally, and (3) involving sharing and networking but not changing how each partner operates. *Coordination* is another next step in the formation of partnerships and is described in terms of shared activities, some formal structures or agreements, and mutual responsibility for some tasks. Finally, *collaborative partnerships* are characterized by shared goals that involve all or most partners in changing how they are organized and operate.

All five projects demonstrated some partnerships that were cooperative, many that were at the level of coordinated activities, and some that evidenced true collaboration. Because true collaboration requires deep changes within organizations, there were fewer of these types of partnerships. However, the extent of each of these collaborations differed. In part, the differences appear to result in the level of attention or focus given to partnership development versus delivering professional development. For example, for projects that focused on responding to critical training needs at a statewide level (e.g., Illinois and North Carolina) the immediacy and scope of professional development demanded responses from a number of people and organizations. Within the time and fiscal resource constraints of the projects, the focus was more intense on ensuring and structuring cooperative networks than establishing long-term partnerships. In California, the goals of the project required developing partnerships across departments and disciplines within SFSU. Only later did the project expand its activities to include other IHEs as well as local service agencies.

Some projects, most notably Kansas and New York, began with some collaborative arrangements already established as part of larger initiatives. In New York, the PDP project supported an ongoing initiative and, in Kansas, the project benefitted from being part of a larger statewide initiative that was changing the context of professional certification and training. Illinois also began with the Early

Intervention Personnel Development Committee, a subcommittee of their Interagency Task Force in Early Childhood, already in place and had developed early intervention competencies. All five of the Project Directors had existing strong cooperative relationships among individuals in certain key agencies or organizations and used the PDP project to expand the numbers and types of those arrangements.

Another way to characterize the partnerships is by function. For example, initially some members cooperated on proposal writing and clarification of project goals and activities. In all five projects, it appears that some of these initial members were dropped while others moved to the next functional level of developing a coordinated set of activities, such as competencies and coursework, identifying training formats and sites, and providing training. Yet, even at these levels, partners changed over the course of the project. In Kansas, for example, some universities receiving minigrants changed every year. Similarly, in California, the practicum sites for field-based work of project participants also changed depending on the needs of the students in the program.

The differing types of partnerships also were influenced by the project-specific definitions or interpretations of what constitutes a partnership. While each project listed extensive goals in its case study, only two specifically defined a partnership. Yet, neither definition contained all of the elements noted by Karasoff as requisite for true collaborative partnerships, because the definitions did not specify the type of structural or organizational changes that the projects hoped to achieve among their partners. Even the North Carolina case study, which clearly delineated a set of characteristics of "effective educational partnerships," did not address the level of change anticipated within partnering organizations. Thus, it is not clear that there was a shared understanding across or within the five projects of what a collaborative partnership should look like or achieve.

The variability in how individual projects chose to conceptualize their "partnerships" can be construed as a strength of the overall PDP initiative in that they can inform others of the various ways to achieve partnerships. To be useful, the elements of the various arrangements must be identified and discussed in a manner that permits common issues to be identified and analyzed. The following section uses the "critical features" of collaborative partnerships identified by Karasoff to further analyze the five projects.

Critical Features of Collaborative Partnerships

Critical features of partnerships identified through the literature review included: a shared vision; common goals; shared responsibility and authority; shared decision making; teamwork; a joint plan; and shared resources. While each of these features is important in its own right, several can be grouped together. For example, having a shared vision leads to common goals but does not necessarily lead to governance structures that support joint planning, shared decision making, or shared resources. Teamwork can occur within fragmented systems as well as collaborative partnerships. All of the projects exhibit some aspect of each feature, but with variation. For this reason, the projects will be discussed in terms of how they interpreted the following two combined elements of collaborative partnerships: (1) shared mission and common goals, and (2) shared governance structures and resources.

Shared Vision and Common Goals

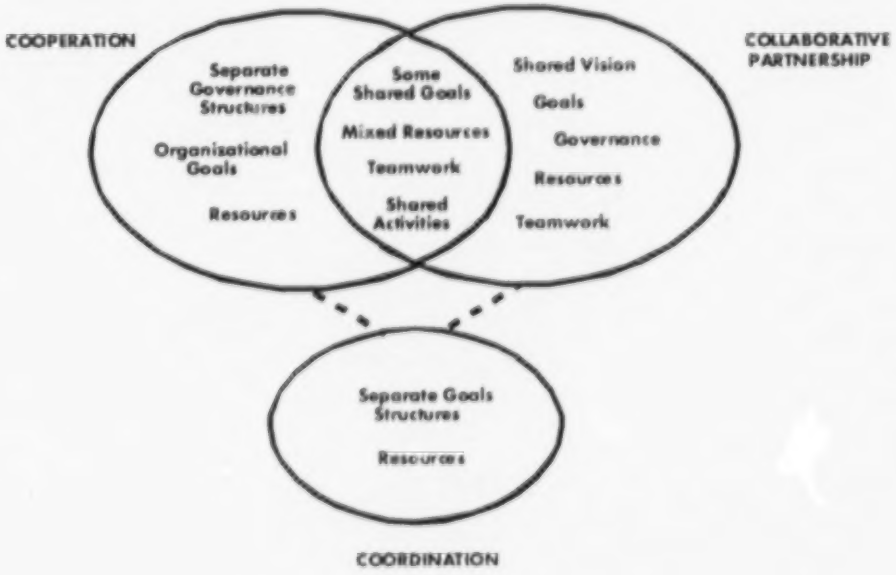
Successful collaboration, whether it occurs at the individual or at the organizational level, requires that all participants have the same clear idea or vision of what they are trying to achieve (e.g., the critical "look fors" or outcomes as well as what their own organizational collaboration should look like). All of the PDP projects were stronger on establishing a shared set of goals among partners than on defining specific outcomes. Each project was clearly guided by the original two goals of the priority to establish partnerships and provide professional development and other training opportunities. However, as noted earlier, the projects differed in terms of the degree of emphasis placed on either goal. All projects appeared to have a clear set of goals related to training, such as developing new preprofessional training models, provide multiple statewide professional development experiences, or develop new competencies or credentials. These goals were clear and, as noted earlier, largely dictated who the partners should be as well as the planning process.

While each of the projects successfully brought together one or more entities to achieve specific training goals, none of the projects described a process for developing a shared vision or common cross-partner goals, and none specified the expected outcomes related to a "partnership." Two of the projects candidly admitted in their case studies that, while they successfully engaged certain institutions or entities in an aspect of their project's activities, political considerations (e.g., turf-guarding) or other factors impeded ongoing support or

collaboration. Yet, it was never clear what these projects expected of a partnership. For example, the North Carolina case study referred to an attempt to establish a partnership with several technology companies that petered out. In part, this was due to lack of a clear purpose and shared goals for the partnership.

Developing a partnership requires as much attention and effort as designing and delivering professional development. In the long term, maintaining the partnership may consume even more time and effort. The resources available to the PDP projects forced choices between the two major PDP priorities. In sum, while each of the projects successfully networked, cooperated, and brokered arrangements that enabled them to meet critical personnel development goals, a larger vision of what the partnership should be was not entirely evident.

Figure 1. A Diagram of Coordination, Cooperation, and Collective Partnership



Changing Governance Structures and Sharing Resources

The literature on collaborative partnerships suggests a number of organizational and administrative features that should be evident. Two of these, shared responsibility and authority and shared decision making, are particularly important to a cohesive partnership. Each of the projects demonstrated some of these

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organizational features with certain "partners." For example, each project began with a core group of planners representing different agencies or institutions that engaged in joint decision making. Individuals in these groups engaged in joint planning at the outset; many of them were involved throughout the course of the project as advisory committee members or as true partners that shared and leveraged resources to support PDP activities. In some instances, the resources and actions of the project stimulated capacity building in partner organizations. For example, in New York, the project encouraged local unions to provide tuition reimbursements to encourage direct care workers to take advantage of the newly created courses in developmental disabilities. This created demand for the coursework, which was a necessary condition and motivation for institutions of higher education to continue to participate in the collaboration. In California, where the project training for human service professions included intensive practica in sites that could provide direct experience.

In terms of shared responsibility, the partnerships differed. Clearly each project had a director and the "lead" organization that was the grant recipient. Governance partners provided overall direction to the work of the projects, agreeing on common goals and ensuring that targeted goals were met. In three sites (California, Illinois, North Carolina), the projects were governed by an advisory committee that focused on the internal goals of the PDP project. In most cases, the committee included a subset of entities engaged in the partnership. In Illinois, the Advisory Committee was an existing structure mandated by the Federal early intervention program requirements to address personnel issues.

In all projects, governance partners were involved in some goal setting, as well as developing and overseeing specific implementation activities. Responsibility for the project was vested in one place and with one person, but some functions were distributed or shared. However, the degree of shared governance is not clear. The core decision making groups were dynamic for several projects (e.g., Illinois and North Carolina), changing as the needs of the projects changed or barriers were encountered. This natural and dynamic nature of collaboration is not well articulated in the literature on collaborative partnerships. However, given the experience and knowledge gleaned from the five projects, flexibility appears to be an essential element of partnerships that support a professional development system that is responsive to changing personnel needs.

Perhaps one impediment to shared governance structures of the type suggested in the literature is the fact that all five projects were externally funded, and the funding agency vested responsibility and accountability in one organization and one to two directors. These individuals maintained authority over the project, particularly the resources, but also maintained responsibility for timelines, products, and ultimate outcomes. In contrast, a true collaborative partnership shares the accountability as well as the responsibility for meeting shared goals and, thus, creates a climate where sharing resources is easier. The challenge faced by all of the projects was how to foster shared accountability for each one's ultimate success and impact.

Implications for Sustainability and Future Partnerships

This section will attempt to draw some conclusions and cross-project themes regarding the future of such partnership efforts. There is an urgent need to understand these dimensions of the projects given the current emphasis on creating partnerships for personnel development. Clearly, the experiences of these projects can enrich our understanding of partnerships. Three key points are to be gleaned from the experiences of the projects. The first two relate to the role of the external funding and the sustainability of the project initiatives; the third relates to the development of similar partnerships in the future.

With respect to the role of Federal funding, all the projects acknowledged the importance of the PDP grant in their states and various institutions. In California, for example, a changing service delivery climate based on implementation of the statewide Healthy Start initiative demanded changing roles for human service professionals. In Kansas, numerous systems change initiatives for improving education, coupled with impending changes to state teacher certification requirements, provided the major impetus for their participation in the PDP initiative. Similarly, in North Carolina, legislation requiring teachers to develop competencies to work with students with disabilities in general education classrooms provided a catalyst for that site's PDP participation.

The PDP initiative enabled each project to address its preexisting conditions, in innovative ways that would have been extremely difficult to carry out without Federal grant funds. Although it is unlikely that critical needs, such as responding

to changes in state certification requirements, would have gone completely unheeded, the availability of Federal funds through the PDP grants enabled states and IHEs to address identified needs quickly and more comprehensively. In California, for example, the creation of a new certificate program to meet an emerging professional role would have been virtually unthinkable in the existing context of fiscal cutbacks and retrenchment of the state university system. Similarly, in Kansas, PDP funds were instrumental to the speedy reorganization of the school of education at the University of Kansas. In Illinois, PDP grant funds were critical to establishing the required credentialing process. Perhaps only in New York would the initiatives not have begun without the impetus provided by the funding opportunity. The PDP funds provided resources that permitted development of key personnel development activities, and the activity of developing a proposal and establishing a "project" was instrumental in bringing together key participants around a common topic and need.

Whether these initiatives and activities will be able to continue after Federal funds are no longer available is also important to consider. The answer will differ by project, of course, and will depend on the design and focus of the project. It is important to recall that these projects were not typical personnel development grants, nor were they typical "model" programs or projects. They were complex and multifaceted and often had competing goals. Therefore, sustainability of any project in its entirety may be unreasonable or unnecessary.

In New York, the PDP funds expanded an existing program to include development of new coursework opportunities. There is no reason to believe that these new courses will disappear when funding ends, nor will the established state-level structure that guides the project disappear. Further, the project had already demonstrated success in attracting external funds due to its high profile. While the project's central activities are highly likely to be sustainable, the PDP initiative cannot take sole credit for this. In Illinois, competencies and credentials for early childhood intervention specialists developed with support from PDP funds will be sustained given the state-level involvement. Also, the work with selected IHEs may yield sustainable changes, particularly enhanced training opportunities. What is not clear is how sustainable the numerous workshops, mentoring relationships, and other direct training opportunities will be. Nor is it clear that they all need to be continued. Given that an initial goal of the project was to increase the availability of early intervention specialists, and that almost 3,000 such individuals received credentials, perhaps sustainability at the service level is not as critical.

Similarly, in North Carolina, both the work at the State Department of Public Instruction and the beginning partnerships with selected state universities suggests that sustaining a broader network of cooperation and coordination around providing teachers and administrators with more opportunities in inclusive practices is possible. However, the specific workshops and other professional development activities will likely not be sustained without an influx of new money. In Kansas, the larger state structures and partnerships are certainly sustainable because they are institutionalized and part of the overall educational reform initiative. It is also likely that will result in crucial and permanent changes in structures and curriculum within some university departments. Finally, the graduate credential and coursework established in California will last beyond the project. Moreover, this project has successfully secured foundation support to continue and expand the PDP project initiative. Perhaps the most important knowledge to be gleaned from this is the central importance of Federal PDP funds in stimulating and focusing change as opposed to providing long-term sustainability of a project.

With respect to implications for the development of similar professional development partnerships in the future, one observation is the importance of establishing an operational definition of a "partnership" and specific expectations for the goals of the partnership. This should include anticipated partners, shared goals, and specific expectations regarding any changes in organizational structures, processes, use of resources, etc. In other words, if one sets out to develop a partnership, one ought to know where the project wants to go. Related to this is the realization that partnerships are flexible and dynamic, changing over time as specific professional development goals change or local contexts or political needs dictate. Thus, a Federally funded initiative must be adaptable enough to permit both variability in project design and accommodate changes over time.

In addition, the very fact that a project must have a lead person, someone who is designated as accountable for project management and resources, can complicate a true partnership. However, if the project is one of several supporting a common agenda, shared ownership and accountability is possible. Those projects that were part of a larger systemic initiative had to expend fewer efforts to engage other IHEs and state organizations or agencies. Such state-level involvement with such an initiative without clearly focused goals for what constitutes a "partnership," risks

having the project's identity and impact diluted or subsumed within a broad and amorphous set of state-level initiatives.

Designating members of a partnership is also a consideration. A general observation in the literature is that there needs to be relevant stakeholder participation, both horizontally and vertically, for systemic change (Elmore & McLaughlin, 1988; Fullan & Stiegelbauer, 1991). However, such participation will not occur unless there is shared motivation or need. Thus, simply bringing together a diverse group of individuals without defining and negotiating common goals is likely to be a waste of time and resources. This may explain the relatively low profile of "private" entities involved across the PDP partnerships.

Conclusion

In summary, the PDP initiative was unique and ambitious, from its legislative inception through its implementation. Much can be learned, both from the individual projects and the collective experiences of the five sites. The overriding conclusion is that, despite the projects' growing pains, the experience has allowed everyone to move toward a fuller understanding of what such partnerships can accomplish. This knowledge should help future endeavors in this increasingly important arena.

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Cross-Case Analysis of the Professional Development Partnership Projects: Themes and Issues in Developing Partnerships to Enhance Professional Development

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This chapter synthesizes the information obtained from the five Professional Development Partnership Projects (PDPs) in order to identify cross-project themes and issues related to partnership development. The five PDP projects used collaborative partnerships to provide various preservice and inservice professional development activities to professional and paraprofessional service providers working with children, youth, and adults with disabilities. The findings presented were derived from an analysis of the individual case studies developed by each of the five projects and from an evaluation of the projects conducted by independent consultants. The lead author reviewed the written information from the various sources to develop this chapter.

The chapter is organized around four major topics: Overview of Projects; Project Design, Implementation, and Impact; Framework for Developing Partnerships; and Implications for Sustainability and Future Partnerships. The first section provides a brief overview of the five projects and their commonalties and variations. The second section analyzes the various processes and strategies that the five projects engaged in as they implemented their models. It also presents the impact of the project as defined through the evaluation and individual case studies. The third section presents information about the five projects within a conceptual framework of collaborative partnerships as defined by Karasoff in Chapter 1. This section compares and contrasts features of individual projects with those identified in the literature as critical to developing lasting collaborative partnerships. The final section summarizes the information from the analysis and multi-year comprehensive evaluation and draws implications for sustainability and development of professional development partnerships.

Overview of Projects

The Professional Development Partnership (PDP) initiative was intended to stimulate the development of collaborative partnerships among diverse agencies and institutions to promote quality professional development. While living up to this

intent, the five funded PDP projects differed in a number of ways, all of which influenced the choice of partners, activities, and impact. For example, four of the projects were awarded to universities—San Francisco State University (SFSU), University of Illinois at Champaign-Urbana, City University of New York (CUNY), and University of North Carolina at Chapel Hill (UNC CH). The fifth award went to a state education agency—Kansas State Department of Education (KSDE) specifically to the Special Education Outcomes Team of the State Board of Education.

The projects also differed in focus. California emphasized the restructuring of graduate professional education at SFSU to create a cross-discipline curriculum designed to prepare professionals to work collaboratively in a variety of human service settings. The system of higher education institutions offering graduate education was the target of change, and the project activities focused on establishing new organizations and structures across departments as well as curriculum and practicum development.

In Illinois, systemic change targeted early intervention and involved state-level policies and practices. Partners included numerous field-based agencies and organizations that provided training to early intervention personnel leading to a newly-established credential in early intervention. Professional development opportunities were very diverse, reflecting the diversity of the partners (e.g., IHEs, and community-based direct service agencies) and strategies (e.g., tuition reimbursement, in-service summer training, field validation of performance tasks, portfolio reviews, and staff mentoring). The project also sponsored numerous activities designed to encourage faculty to expand existing courses to encompass early intervention content, and to develop new specializations in early intervention work in the disability field.

The Kansas PDP project was part of the state's Goals 2000 initiative, which focused on systemic reform including developing curricular standards, assessments, and increasing accountability. These reform policies were supported by new statewide teacher certification policies. The project was linked to a variety of initiatives supporting a new state-mandated school accreditation policy and the new state license and certification requirements affecting both general and special educators. In keeping with Goals 2000 capacity-building model, the PDP project was administered as part of an overall systems change initiative to avoid fragmentation. Partners were defined by the larger state systemic reform effort. Awarding

subgrants or minigrants, also a Goals 2000 strategy, was used as a primary strategy of the project. These minigrants were awarded to a number of colleges and universities in Kansas and in nine surrounding states which are part of a multistate consortium. Specific activities within these institutions of higher education (IHEs) varied, but they all supported the new certification requirements.

The PDP project in New York supported an existing, extensive program designed to provide higher education and career advancement opportunities for direct care workers who serve individuals with developmental disabilities. The project was awarded to the City University of New York (CUNY), but involved a larger consortium of state and city colleges and universities that had been organized since 1990. The PDP project provided incentive grants to state and city colleges to develop and expand available programs and coursework in the disability field. Some project funds also were used to provide financial aid and mentoring for selected students as an extension of a Kennedy Fellows Program established in conjunction with private foundation funding.

In North Carolina, the PDP project was awarded to the Department of Special Education at the University of North Carolina-Chapel Hill to improve the skills of educators and administrators to work in inclusive education environments. A major impetus for the project was statewide legislation requiring all teachers to develop competencies to work with students with disabilities in general education classrooms. The targeted changes required actions on the part of the state institutions of higher education and the North Carolina State Department of Public Instruction. Additional partners included several private technology firms. A wide spectrum of activities was undertaken, but the major project components focused on creating competencies for educators working in inclusive educational settings, providing a variety of workshops and summer institutes for teachers and administrators, and developing a multimedia CD-ROM that could be used to provide training in more isolated areas. An ultimate goal of the project was to create a coordinated network of professional development opportunities in the state that could provide a more seamless and flexible set of professional development activities.

Design, Implementation, and Impact

Despite the obvious differences, it is clear that all five projects were extremely ambitious. Not only did each project establish new working partnerships, but each also provided or facilitated extensive direct training to a number of individuals. Each of the two goals, partnership development and providing professional or preprofessional education, requires major commitments of time and resources. Nonetheless, the projects were obligated to undertake both in a limited period of time. How the various projects interpreted the legislative objectives and designed and implemented activities varied, in most cases, as a result of the diverse individual project goals. For example, the five projects varied in terms of their designs, implementation activities, and primary impacts. These elements were designed by seven factors: mission, target audience, impetus, emphasis, focus of resources, and primary impacts. Variation across these elements is indicated in Table 1.

Project Design

Each of the five projects was designed to meet unique locally-defined needs within similar resource and time constraints (see Table 1). An overarching design principle among the projects was the choice of a depth versus breadth strategy. That is, those projects attempting to fill major immediate personnel supply needs in a given area (e.g., Illinois and North Carolina) were designed to achieve broad impact through a variety of direct personnel development activities which were guided by specific competencies. The Kansas and New York projects also were designed to achieve broad impact. However, increasing the quantity of personnel was not as central as changing the context, content, and availability of professional education opportunities. Using incentive grants to promote broad impact permitted, but did not control, variability in content, scope, and direction of the various coursework or other training activities. In contrast, California's focus was on developing a comprehensive model for cross-discipline graduate training that produced a new type of human services professional. It began with intensive curricular design at one institution. While a depth versus breadth strategy does not reflect on the quality or impact of a project, it did shape the choice of partners and strategies.

Table I: Features of Professional Development Partnership Projects

Project Components	**California** *Integrated Services Specialist (ISS) Program*	**Illinois** *Partnership Training for Early Intervention Services (P*TEIS)*	**Kansas** *Kansas Project Partnership (KPP)*	**New York** *New York State Consortium for the Study of Developmental Disabilities*	**North Carolina** *North Carolina Partnership Training System for Special Education (NC PTS)*
DESIGN					
Mission	Preparation of current professionals from a variety of disciplines to work in collaborative human service delivery settings	Creation of credentialing process for early intervention personnel and development of related professional development opportunities	Increased quality of personnel training for individuals working with students with disabilities through restructuring of existing and future personnel preperation programs	Provision of higher education and career advancement opportunities for direct care workers	Improving skills of regular and special educators and administrators to work in inclusive educational environments, using technology to enhance staff development opportunities and activities
Target Audience	Current workers in various human services disciplines (e.g., education, health, social work, mental health)	Current and future early intervention personnel	Personnel preparation programs	Personnel preparation programs Direct care workers providing services to infants, children, and youth with disabilities and their families	Regular educators, special educators, school and district leadership personnel
Motivation	Statewide Healthy Start legislation requiring new practitioner roles	Statewide adoption of early intervention credentials	Desire for increased focus on inclusive education practices to meet diverse student needs	Revealed status of direct care workers and quality of direct care services	Enacted legislation requiring all teachers to develop competencies to work with students with disabilities in regular classrooms

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ACTIVITIES					
Emphasis	Direct services	Direct services/Systems change	Systems change	Systems change	Direct services
Major Use of Funds	Participant stipends	Credentialing process, college/university program development, and professional development	Incentive grants to IHE faculty	Incentive grants to IHE faculty	Inservice professional development activities
Secondary Use of Funds	Networking with other California State University institutions on interprofessional education programs	Faculty development	Subgrants to IHEs within a Midwest Consortium of States	Financial aid and mentoring for selected Kennedy Fellows (direct care workers currently enrolled for at least six credits in a disability-related degree program at CUNY or SUNY colleges).	Technical assistance to develop model programs, support of outcomes evaluation project

Each project targeted a completely different group of participants, based on the group's unique mission. Only one project (North Carolina) focused exclusively on educators. Target audience was dictated by local needs and contexts. Underlying the design and choice of partners were policy and fiscal factors that provided an impetus for the development of new approaches to professional and preprofessional education.

Project Activities

Project activities are defined in Table 1 as emphasis and focus of resources. Activities reflect the depth versus breadth orientation of the projects. For example, three projects used resources to directly provide professional development through a variety of strategies and options, some of which were suggested by the authorizing legislation. These included providing release time for faculty and staff, career development mentoring, and tuition reimbursement. The projects in Illinois and North Carolina also provided numerous workshops, institutes, and courses.

In Kansas and New York, the specific types of activities or experiences provided directly to target individuals were not prescribed by the project. Minigrants supported the development of new coursework and, in the case of Kansas, stimulated collaboration among individual general and special education faculty members, but the content and specific strategies or experiences offered in those courses were largely controlled by the participating institution.

All of the projects used PDP funds to leverage some outside resources to stimulate change or activities. However, it is never clear how much other funding supported any of the project activities. For example, minigrants provided some faculty release time and other resources, but were not intended to cover the entire costs associated with coursework development or maintaining a new curriculum. In Illinois and North Carolina, both of which had strong ties to statewide CSPD initiatives, state resources complemented and extended other professional development activities.

Primary Impacts

Given the diversity of the projects reported, impacts differed, making it difficult to compare projects. For example, it is difficult to make meaningful comparisons of California's project, which created a new graduate program and credentials and graduated 72 students, with Illinois' project which awarded 2,800 credentials to individuals. Yet, the California project did not have less of an impact than Illinois solely because it provided training to fewer individuals.

All of the projects expanded professional development opportunities for those who work with individuals with disabilities, at least during the duration of the project, and all five projects increased collaboration or strengthened existing working relationships among a number of agencies and organizations. For example, in Illinois, new working relationships were formed among those in the early intervention field. In New York, expanded relationships were established among those employing and educating direct care workers.

In terms of increased professional development opportunities, all five projects had significant impact in their states. A brief review of the individual case studies provides evidence of the numbers and types of preprofessional or professional development activities, including in some cases the number of participants. The North Carolina case study indicated 16 meetings, workshops, or similar events were conducted as part of the component of their project that addressed the implementation of a statewide professional development system for classroom teachers. The project reports that 541 teachers, state partners, LEA representatives, and other leadership personnel participated in these events. In New York, more than 600 paraprofessionals completed certificates at 11 institutions of higher education by fall of 1997. California created a new graduate program and certificate, graduating 72 students. Illinois awarded early intervention credentials to 2,800 individuals. During the 5 years of funding, the Kansas project impacted 8 IHEs within the state alone. Activities varied across institutions, sometimes involving whole college departments in redefining core curriculum while in other places targeting individual faculty. The numbers of individual students whose training was impacted can be extremely large. While these data do provide important evidence of the degree to which individual projects met their goals, there is little evidence of direct impact on how effective the project has been in improving actual skills or performances of teachers and other direct service personnel.

California, Illinois, and North Carolina did report evaluations on some of the personnel development offered by their projects through direct reporting of a sample of participants. However, the evaluations were mostly limited to participant satisfaction and perceived changes in knowledge. In addition, the Kansas project staff completed case studies of participating IHEs, including interviews with selected faculty to evaluate the extent to which general and special education collaborated.

At another level, impact can also be assessed by changes or revisions to structures within a "system." The targeted system differed among the projects. For example, Kansas and New York both engaged participants at top administrative levels from a number of IHEs across the state and region. The intent was to secure broad buy-in to the PDP goals and specific initiatives of each project. Similarly, Illinois and North Carolina had state-level involvement, but among a somewhat more focused and limited number of administrators. California had a much more targeted and local system, offered initially only at San Francisco State University. Only later were other California state universities brought into the project.

The question of whether engaging broad state leadership is a more systemic than vertical approach is only relevant within the context of the project's goals. As the New York project staff acknowledge in their case study, they wanted to build capacity quickly, defined as available coursework to support a new credential for direct care workers. The New York, Illinois, and California projects provide three examples of the approach and systems change. They needed top-level buy-in at a number of universities, and they needed broad service support. The project accomplished this through engaging, among others, highly placed administrators in the state higher education system. The Illinois project also had a similar type of systems impact. Certainly, the PDP project assisted in building state capacity to train early intervention specialists. Also, the creation of a competency-based credential for early intervention specialists represents a significant and enduring change in the system. Since not all of these "new" service providers will come from IHE programs, creating this capacity required a state training system that can provide a network of training activities.

In each of these instances, systems have been affected, and change will be durable at the organizational level. Contrast these interpretations of systems change with those in California. In that project, the intent was to provide a structured and formal interdisciplinary curriculum leading to a new graduate credential for a

human service professional. As anyone who has experienced the higher education system understands, a new curriculum and certificate can represent a significant change. Indeed, this vertical-level change may actually result in more lasting impact than an extensive horizontal approach. However, none of the projects chose exclusively horizontal or vertical systems change approaches, and the various project activities supported across the projects have affected individual participants; fostered development of collaborative groups; and resulted in new competencies, credentials, coursework, and other personnel development initiatives.

A Framework for Developing Partnerships

A central tenet of the PDP initiative, and one that distinguished this grant program from many others funded by the Office of Special Education Programs (OSEP), was the requirement that grantees form consortia or partnerships among public and private entities. The notion of partnerships is not new, but their use has become a recent, popular strategy for improving outcomes for children and families. The use of partnerships as critical change agents is founded on the notion that service providers can work better together than alone.

Each of the five projects interpreted the meaning of a partnership differently. The differences and similarities in interpretation are discussed below, using the critical dimensions of collaborative partnerships identified in Chapter 1. These dimensions are: impetus for establishing partnerships; cooperation; coordination versus collaboration; and critical features.

Why the Partnerships Were Created

According to Karasoff, "the basic premise of a collaborative partnership is the acknowledgment that working together is likely to produce better outcomes that acting alone." Further, partnerships may provide levers for change, reduce fragmentation in services or programs, and create a collective advocacy. Clearly, all of the PDP projects were influenced by one or more of these factors as they sought funding under the PDP priority. Yet, the degree of importance attached to any one factor differs across the projects. For example, as noted earlier, two of the projects (Illinois and North Carolina) had ambitious field-based training plans that were

broad in scope and required a number of individuals, organizations, and entities to implement. This required that a number of individuals and entities work together (as indicated in Table 2). The intent of these arrangements was more to maximize resources and opportunities than to systematically reduce fragmentation, produce change within the cooperating organizations, or advocate for new structures. For two projects (California and Kansas), the goal was to create new preprofessional opportunities that would prepare faculty as well as students to work more collaboratively. The impetus for the design of these two projects was to leverage change in existing training programs to advocate for new roles and competencies for individuals within traditional special education professions. In addition, the projects influenced to some degree, the structures and organization of participating departments. New York's project also intended to build a capacity to train direct care workers. However, to do so required involvement of higher education officials and some changes in organizational structures with IHEs.

These examples illustrate that the motivation for establishing a partnership can be complex. Furthermore, motivations change over time. Each project involved a variety of stakeholders who were initially central to meeting the locally established, individual project goals. While these goals did not change over time, in all five projects, individual and group members and their roles were modified during the five years in response to political, fiscal, or other circumstances. In some instances, changes in the political climate in a few states dictated changes in key stakeholders. For example, when a change in governorship resulted in changes in key leadership in and responsibilities of some New York agencies, other agencies became more active in finding resources and promoting the agenda of the consortium.

In all projects, partnerships were loosely formed during the proposal-writing process based on established working relationships. Initial partnerships were then adjusted to include more appropriate stakeholders or those that could respond to a very specific training need. Several project directors noted that the proposal-writing period (approximately 90 days) was not conducive to either identification of all stakeholders or formation of true partnerships. This is consistent with literature indicating that partnership formation requires identifying community representatives with a similar stake in outcomes and a sometimes lengthy trust-building period (Melaville & Blank, 1991). As motivation and need

Table 2: Members of PDP Partnerships

Partnership Members	**California** *Integrated Services Specialist (ISS) Program*	**Illinois** *Partnership Training for Early Intervention Services (P*TEIS)*	**Kansas** *Kansas Project Partnership (KPP)*	**New York** *New York State Consortium for the Study of Developmental Disabilities*	**North Carolina** *North Carolina Partnership Training System for Special Education (NC PTS)*
Lead Partner	San Francisco State University--Department of Special Education	University of Illinois at Champaign-Urbana--Department of Special Education	State education agency (Kansas State Board of Education [KSBE])	City University of New York (CUNY)--Central Office	University of North Carolina at Chapel Hill--Department of Education
Formal Grant Partners	Department of Special Education at San Francisco State University; California Department of Education; California State University-Fullerton	Department of Special Education at University of Illinois at Champaign-Urbana; Illinois State Board of Education's; Illinois University Affiliated Program at the University of Illinois at Chicago	Kansas State Board of Education	City University of New York; State University of New York; State Education Department; Department of Health, Office of Mental Retardation and Developmental Disabilities; Reaching Up; Joseph P. Kennedy Foundation	North Carolina Department of Public Instruction, North Carolina Central University, University of North Carolina at Chapel, at Charlotte, and at Greensboro, Cooperative Planning Consortium of the UNC, Charlotte-Mecklenburg Schools, Greensboro City Schools, Guilford County Schools, High Point City Schools, Orange County Schools, Apple Computer Corporation, Northern Telecom, Southern Bell, North Carolina Federation of Teachers, North Carolina Learning Disabilities Association

shifted, so too did the degree to which the partnerships that were formed reflect collaboration versus cooperation or coordination.

Collaboration Versus Coordination or Cooperation

Karasoff makes a critical distinction between cooperative agreements, coordinating, and collaborative partnerships. Referencing other researchers, Karasoff defines *cooperative relationships* as characterized by (1) focusing on achieving individual versus mutual goals, (2) relating informally versus formally, and (3) involving sharing and networking but not changing how each partner operates. *Coordination* is another next step in the formation of partnerships and is described in terms of shared activities, some formal structures or agreements, and mutual responsibility for some tasks. Finally, *collaborative partnerships* are characterized by shared goals that involve all or most partners in changing how they are organized and operate.

All five projects demonstrated some partnerships that were cooperative, many that were at the level of coordinated activities, and some that evidenced true collaboration. Because true collaboration requires deep changes within organizations, there were fewer of these types of partnerships. However, the extent of each of these collaborations differed. In part, the differences appear to result in the level of attention or focus given to partnership development versus delivering professional development. For example, for projects that focused on responding to critical training needs at a statewide level (e.g., Illinois and North Carolina) the immediacy and scope of professional development demanded responses from a number of people and organizations. Within the time and fiscal resource constraints of the projects, the focus was more intense on ensuring and structuring cooperative networks than establishing long-term partnerships. In California, the goals of the project required developing partnerships across departments and disciplines within SFSU. Only later did the project expand its activities to include other IHEs as well as local service agencies.

Some projects, most notably Kansas and New York, began with some collaborative arrangements already established as part of larger initiatives. In New York, the PDP project supported an ongoing initiative and, in Kansas, the project benefitted from being part of a larger statewide initiative that was changing the context of professional certification and training. Illinois also began with the Early

Intervention Personnel Development Committee, a subcommittee of their Interagency Task Force in Early Childhood, already in place and had developed early intervention competencies. All five of the Project Directors had existing strong cooperative relationships among individuals in certain key agencies or organizations and used the PDP project to expand the numbers and types of those arrangements.

Another way to characterize the partnerships is by function. For example, initially some members cooperated on proposal writing and clarification of project goals and activities. In all five projects, it appears that some of these initial members were dropped while others moved to the next functional level of developing a coordinated set of activities, such as competencies and coursework, identifying training formats and sites, and providing training. Yet, even at these levels, partners changed over the course of the project. In Kansas, for example, some universities receiving minigrants changed every year. Similarly, in California, the practicum sites for field-based work of project participants also changed depending on the needs of the students in the program.

The differing types of partnerships also were influenced by the project-specific definitions or interpretations of what constitutes a partnership. While each project listed extensive goals in its case study, only two specifically defined a partnership. Yet, neither definition contained all of the elements noted by Karasoff as requisite for true collaborative partnerships, because the definitions did not specify the type of structural or organizational changes that the projects hoped to achieve among their partners. Even the North Carolina case study, which clearly delineated a set of characteristics of "effective educational partnerships," did not address the level of change anticipated within partnering organizations. Thus, it is not clear that there was a shared understanding across or within the five projects of what a collaborative partnership should look like or achieve.

The variability in how individual projects chose to conceptualize their "partnerships" can be construed as a strength of the overall PDP initiative in that they can inform others of the various ways to achieve partnerships. To be useful, the elements of the various arrangements must be identified and discussed in a manner that permits common issues to be identified and analyzed. The following section uses the "critical features" of collaborative partnerships identified by Karasoff to further analyze the five projects.

Critical Features of Collaborative Partnerships

Critical features of partnerships identified through the literature review included: a shared vision; common goals; shared responsibility and authority; shared decision making; teamwork; a joint plan; and shared resources. While each of these features is important in its own right, several can be grouped together. For example, having a shared vision leads to common goals but does not necessarily lead to governance structures that support joint planning, shared decision making, or shared resources. Teamwork can occur within fragmented systems as well as collaborative partnerships. All of the projects exhibit some aspect of each feature, but with variation. For this reason, the projects will be discussed in terms of how they interpreted the following two combined elements of collaborative partnerships: (1) shared mission and common goals, and (2) shared governance structures and resources.

Shared Vision and Common Goals

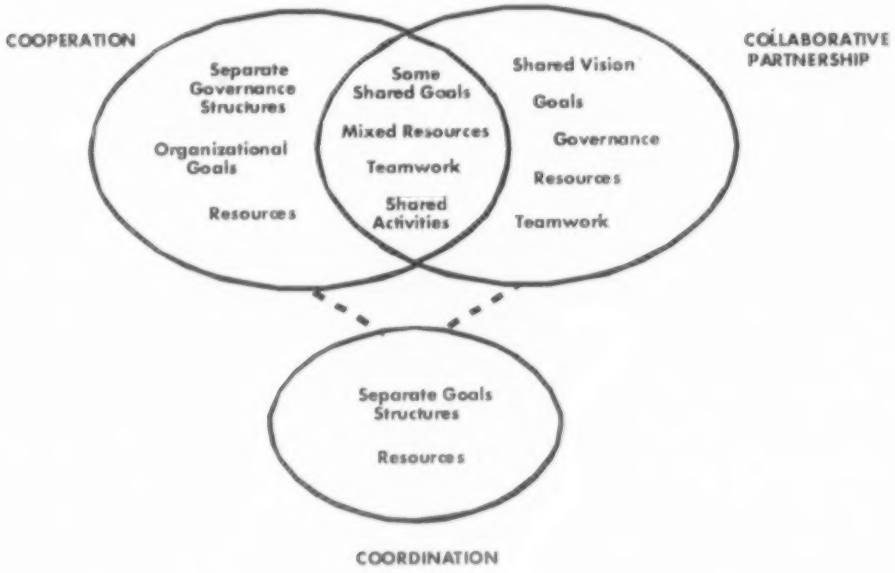
Successful collaboration, whether it occurs at the individual or at the organizational level, requires that all participants have the same clear idea or vision of what they are trying to achieve (e.g., the critical "look fors" or outcomes as well as what their own organizational collaboration should look like). All of the PDP projects were stronger on establishing a shared set of goals among partners than on defining specific outcomes. Each project was clearly guided by the original two goals of the priority to establish partnerships and provide professional development and other training opportunities. However, as noted earlier, the projects differed in terms of the degree of emphasis placed on either goal. All projects appeared to have a clear set of goals related to training, such as developing new preprofessional training models, provide multiple statewide professional development experiences, or develop new competencies or credentials. These goals were clear and, as noted earlier, largely dictated who the partners should be as well as the planning process.

While each of the projects successfully brought together one or more entities to achieve specific training goals, none of the projects described a process for developing a shared vision or common cross-partner goals, and none specified the expected outcomes related to a "partnership." Two of the projects candidly admitted in their case studies that, while they successfully engaged certain institutions or entities in an aspect of their project's activities, political considerations (e.g., turf-guarding) or other factors impeded ongoing support or

collaboration. Yet, it was never clear what these projects expected of a partnership. For example, the North Carolina case study referred to an attempt to establish a partnership with several technology companies that petered out. In part, this was due to lack of a clear purpose and shared goals for the partnership.

Developing a partnership requires as much attention and effort as designing and delivering professional development. In the long term, maintaining the partnership may consume even more time and effort. The resources available to the PDP projects forced choices between the two major PDP priorities. In sum, while each of the projects successfully networked, cooperated, and brokered arrangements that enabled them to meet critical personnel development goals, a larger vision of what the partnership should be was not entirely evident.

Figure 1. A Diagram of Coordination, Cooperation, and Collective Partnership



Changing Governance Structures and Sharing Resources

The literature on collaborative partnerships suggests a number of organizational and administrative features that should be evident. Two of these, shared responsibility and authority and shared decision making, are particularly important to a cohesive partnership. Each of the projects demonstrated some of these

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organizational features with certain "partners." For example, each project began with a core group of planners representing different agencies or institutions that engaged in joint decision making. Individuals in these groups engaged in joint planning at the outset; many of them were involved throughout the course of the project as advisory committee members or as true partners that shared and leveraged resources to support PDP activities. In some instances, the resources and actions of the project stimulated capacity building in partner organizations. For example, in New York, the project encouraged local unions to provide tuition reimbursements to encourage direct care workers to take advantage of the newly created courses in developmental disabilities. This created demand for the coursework, which was a necessary condition and motivation for institutions of higher education to continue to participate in the collaboration. In California, where the project training for human service professions included intensive practica in sites that could provide direct experience.

In terms of shared responsibility, the partnerships differed. Clearly each project had a director and the "lead" organization that was the grant recipient. Governance partners provided overall direction to the work of the projects, agreeing on common goals and ensuring that targeted goals were met. In three sites (California, Illinois, North Carolina), the projects were governed by an advisory committee that focused on the internal goals of the PDP project. In most cases, the committee included a subset of entities engaged in the partnership. In Illinois, the Advisory Committee was an existing structure mandated by the Federal early intervention program requirements to address personnel issues.

In all projects, governance partners were involved in some goal setting, as well as developing and overseeing specific implementation activities. Responsibility for the project was vested in one place and with one person, but some functions were distributed or shared. However, the degree of shared governance is not clear. The core decision making groups were dynamic for several projects (e.g., Illinois and North Carolina), changing as the needs of the projects changed or barriers were encountered. This natural and dynamic nature of collaboration is not well articulated in the literature on collaborative partnerships. However, given the experience and knowledge gleaned from the five projects, flexibility appears to be an essential element of partnerships that support a professional development system that is responsive to changing personnel needs.

Perhaps one impediment to shared governance structures of the type suggested in the literature is the fact that all five projects were externally funded, and the funding agency vested responsibility and accountability in one organization and one to two directors. These individuals maintained authority over the project, particularly the resources, but also maintained responsibility for timelines, products, and ultimate outcomes. In contrast, a true collaborative partnership shares the accountability as well as the responsibility for meeting shared goals and, thus, creates a climate where sharing resources is easier. The challenge faced by all of the projects was how to foster shared accountability for each one's ultimate success and impact.

Implications for Sustainability and Future Partnerships

This section will attempt to draw some conclusions and cross-project themes regarding the future of such partnership efforts. There is an urgent need to understand these dimensions of the projects given the current emphasis on creating partnerships for personnel development. Clearly, the experiences of these projects can enrich our understanding of partnerships. Three key points are to be gleaned from the experiences of the projects. The first two relate to the role of the external funding and the sustainability of the project initiatives; the third relates to the development of similar partnerships in the future.

With respect to the role of Federal funding, all the projects acknowledged the importance of the PDP grant in their states and various institutions. In California, for example, a changing service delivery climate based on implementation of the statewide Healthy Start initiative demanded changing roles for human service professionals. In Kansas, numerous systems change initiatives for improving education, coupled with impending changes to state teacher certification requirements, provided the major impetus for their participation in the PDP initiative. Similarly, in North Carolina, legislation requiring teachers to develop competencies to work with students with disabilities in general education classrooms provided a catalyst for that site's PDP participation.

The PDP initiative enabled each project to address its preexisting conditions, in innovative ways that would have been extremely difficult to carry out without Federal grant funds. Although it is unlikely that critical needs, such as responding

to changes in state certification requirements, would have gone completely unheeded, the availability of Federal funds through the PDP grants enabled states and IHEs to address identified needs quickly and more comprehensively. In California, for example, the creation of a new certificate program to meet an emerging professional role would have been virtually unthinkable in the existing context of fiscal cutbacks and retrenchment of the state university system. Similarly, in Kansas, PDP funds were instrumental to the speedy reorganization of the school of education at the University of Kansas. In Illinois, PDP grant funds were critical to establishing the required credentialing process. Perhaps only in New York would the initiatives not have begun without the impetus provided by the funding opportunity. The PDP funds provided resources that permitted development of key personnel development activities, and the activity of developing a proposal and establishing a "project" was instrumental in bringing together key participants around a common topic and need.

Whether these initiatives and activities will be able to continue after Federal funds are no longer available is also important to consider. The answer will differ by project, of course, and will depend on the design and focus of the project. It is important to recall that these projects were not typical personnel development grants, nor were they typical "model" programs or projects. They were complex and multifaceted and often had competing goals. Therefore, sustainability of any project in its entirety may be unreasonable or unnecessary.

In New York, the PDP funds expanded an existing program to include development of new coursework opportunities. There is no reason to believe that these new courses will disappear when funding ends, nor will the established state-level structure that guides the project disappear. Further, the project had already demonstrated success in attracting external funds due to its high profile. While the project's central activities are highly likely to be sustainable, the PDP initiative cannot take sole credit for this. In Illinois, competencies and credentials for early childhood intervention specialists developed with support from PDP funds will be sustained given the state-level involvement. Also, the work with selected IHEs may yield sustainable changes, particularly enhanced training opportunities. What is not clear is how sustainable the numerous workshops, mentoring relationships, and other direct training opportunities will be. Nor is it clear that they all need to be continued. Given that an initial goal of the project was to increase the availability of early intervention specialists, and that almost 3,000 such individuals received credentials, perhaps sustainability at the service level is not as critical.

Similarly, in North Carolina, both the work at the State Department of Public Instruction and the beginning partnerships with selected state universities suggests that sustaining a broader network of cooperation and coordination around providing teachers and administrators with more opportunities in inclusive practices is possible. However, the specific workshops and other professional development activities will likely not be sustained without an influx of new money. In Kansas, the larger state structures and partnerships are certainly sustainable because they are institutionalized and part of the overall educational reform initiative. It is also likely that will result in crucial and permanent changes in structures and curriculum within some university departments. Finally, the graduate credential and coursework established in California will last beyond the project. Moreover, this project has successfully secured foundation support to continue and expand the PDP project initiative. Perhaps the most important knowledge to be gleaned from this is the central importance of Federal PDP funds in stimulating and focusing change as opposed to providing long-term sustainability of a project.

With respect to implications for the development of similar professional development partnerships in the future, one observation is the importance of establishing an operational definition of a "partnership" and specific expectations for the goals of the partnership. This should include anticipated partners, shared goals, and specific expectations regarding any changes in organizational structures, processes, use of resources, etc. In other words, if one sets out to develop a partnership, one ought to know where the project wants to go. Related to this is the realization that partnerships are flexible and dynamic, changing over time as specific professional development goals change or local contexts or political needs dictate. Thus, a Federally funded initiative must be adaptable enough to permit both variability in project design and accommodate changes over time.

In addition, the very fact that a project must have a lead person, someone who is designated as accountable for project management and resources, can complicate a true partnership. However, if the project is one of several supporting a common agenda, shared ownership and accountability is possible. Those projects that were part of a larger systemic initiative had to expend fewer efforts to engage other IHEs and state organizations or agencies. Such state-level involvement with such an initiative without clearly focused goals for what constitutes a "partnership," risks

having the project's identity and impact diluted or subsumed within a broad and amorphous set of state-level initiatives.

Designating members of a partnership is also a consideration. A general observation in the literature is that there needs to be relevant stakeholder participation, both horizontally and vertically, for systemic change (Elmore & McLaughlin, 1988; Fullan & Stiegelbauer, 1991). However, such participation will not occur unless there is shared motivation or need. Thus, simply bringing together a diverse group of individuals without defining and negotiating common goals is likely to be a waste of time and resources. This may explain the relatively low profile of "private" entities involved across the PDP partnerships.

Conclusion

In summary, the PDP initiative was unique and ambitious, from its legislative inception through its implementation. Much can be learned, both from the individual projects and the collective experiences of the five sites. The overriding conclusion is that, despite the projects' growing pains, the experience has allowed everyone to move toward a fuller understanding of what such partnerships can accomplish. This knowledge should help future endeavors in this increasingly important arena.

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	Practitioners (n=144)	**Central District** (n= 73)	**Agency/Higher Ed** (n=23)
Location: Rural	49% 71	53% 39	
Urban	28% 40	32% 23	
Suburban	22% 32	30% 22	
Levels Using: Elem	6% 10	24% 18	
Middle	23% 23	70% 51	
High	77% 111	97% 71	
How Long Using: Less than 1 year	42% 61	26% 19	30% 7
1-3 years	31% 45	66% 48	39% 9
4 years or more	4% 6	7% 5	13% 3
Training: Workshops	48% 69	68% 50	48% 11
LCCE videos	9% 13	21% 15	4% 1
Trained By: CEC	13% 19	23% 17	39% 9
State	10% 15	22% 16	0
School District	18% 26	18% 13	0
More Training Needed: Integrating into curriculum	35% 51	48% 35	17% 4
Classroom implementation	38% 55	30% 22	17% 4
Integrating with IEP/ITP	32% 46	30% 22	17% 4
Involving business	24% 34	19% 14	26% 6
Assessment	22% 32	30% 22	17% 4
Curriculum Modifications	19% 28	30% 21	35% 8
Interagency Collaboration	19% 27	19% 14	22% 5
Parental Involvement	20% 29	15% 11	22% 5
Understanding Comp. Units	17% 24	14% 10	9% 2

Electronic Access to Curriculum: DOS	46% 66	52% 38	48% 11
Macintosh	41% 59	36% 26	39% 9
CD-ROM	28% 41	23% 17	48% 11
Internet	17% 24	18% 13	30% 7
More units needed:none	44% 63	25% 18	
1-4	42% 60	30% 22	
5-10	3% 5	22% 16	
11-15	1	8% 6	
15+	1	11% 8	
Want student workbooks	86% 125	92% 67	83% 19
Want Newsletter	92% 133	90% 66	52% 12
Want Hot line	56% 80	70% 51	48% 11
Want info on internet	53% 76	41% 30	48% 11
Want to communicate e-mail	57% 82	51% 37	39% 9
Want chat line	44% 63	33% 24	35% 8

Appendix A:
Project Contacts and Products

California

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Products

Karasoff, P., Blonsky, H., Perry, K., & Schear, T. (1996). *Integrated and collaborative services: A technical assistance planning guide.* San Francisco: San Francisco State University, California Research Institute.

To order a copy, send $15.00 to California Research Institute (see contact information).

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Products

Guidelines for Early Intervention Personnel Credentialing in Illinois

Format for approval of university programs within the credentialing process

Competencies for early intervention (across disciplines)

Mentoring process description and brochure

Description of Field Training Sites

Description of College/University Minigrants

Evaluation for Project components

Articles in Publication

McCollum, J.A., & Yates, T.J. (1994). Technical assistance for meeting early intervention personnel standards: Statewide processes based on peer review. *Topics in Early Childhood Special Education, 14*(3), 295-310.

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Products

Videotapes available through Kansas Project Partnership:

Overview of Kansas Project Partnership

The Challenge of Change: Kansas Council of Education Deans Discuss Progress Through Kansas Project Partnership

Kansas Consortium of States through Kansas Project Partnership

Partnerships: Kansas Project Partnership

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Products

- General Education Teachers

NC PTS. (1993). *Special education training: a survey of general educators.* Chapel Hill, NC: Author.

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Appendix B:
The Definition of "Collaborative Partnership"

Collaborative Partnership

A collaborative partnership for professional development is a deliberate process of shared, committed leadership working toward mutually-derived goals to continuously improve the preparation of professionals. Partners, drawn by a shared vision and united for common goals, enter into new interdependent relationships requiring shared resources. These relationships, when grounded by shared trust and responsibility, allow for creative and dynamic alternatives beyond the limitations of individual partners or organizations.

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